

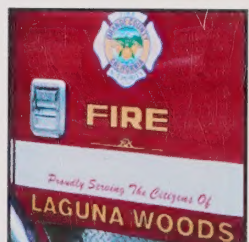
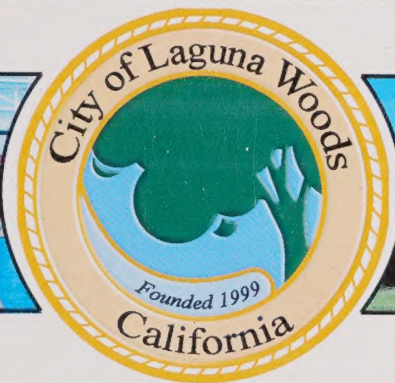
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GENERAL PLAN

October 2002



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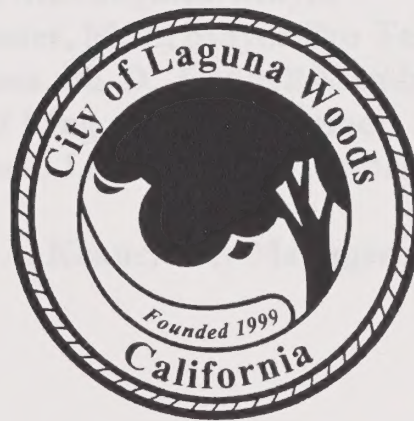
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General Plan

GENERAL PLAN CITY OF LAGUNA WOODS

Adopted October 16, 2002

City of Laguna Woods
24264 El Toro Road
Laguna Woods, CA 92653

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CITY OF LAGUNA WOODS OVERVIEW

The City of Laguna Woods was incorporated in March 1999 and encompasses approximately 2,100 acres of land. Four residential retirement communities house approximately 18,500 residents of the City of Laguna Woods: Leisure World, Renaissance at the Regency, Alterra Wynwood at Palm Terrace, and The Fountains.

The City of Laguna Woods is located in south Orange County between the San Joaquin Foothills and the Santa Ana Mountains. The City is bordered on the north, east, and southeast by the City of Laguna Hills, on the northwest by the City of Irvine, on the west by unincorporated Orange County and the City of Laguna Beach, and on the south by the City of Aliso Viejo.

GENERAL PLAN OVERVIEW

California Government Code Section 65300 requires that each city adopt a General Plan to guide the long-term physical development of the city. A General Plan reflects the community's intentions about land use and its relationship to vehicular and pedestrian circulation, housing, open space and recreation, noise, public safety and resource conservation, and environmental protection.

Adoption of the General Plan is particularly important for the City of Laguna Woods as a newly incorporated City. The General Plan will allow the City to function as a distinct and unique community within Orange County and independent of the County of Orange development standards that shaped the community from inception until incorporation in 1999.

Primary among objectives of the City of Laguna Woods General Plan is development of a self-sustaining community affording goods, services, housing, employment, and recreation opportunities appropriate to the needs of current and future residents. The General Plan will inform the public and decision makers about trade-offs that may be required in achieving a balance among land uses for a self-sustaining community consistent with the infrastructure and municipal services capabilities of the City.

The General Plan includes descriptions of conditions existing at the time the General Plan was prepared within each of the seven General Plan components mandated for inclusion by State law: the Land Use Element; the Housing Element; the Circulation Element; the Open Space Element; the Conservation Element; the Safety Element; the Noise Element. Future physical development of the City, as well as the formulation of municipal programs and services needed to support such development, will be guided through Objectives, Policies, and Implementation Measures set forth in each of the General Plan Elements.

Preparation of the General Plan began with a series of community workshops held throughout the City in early 2001. Perspectives and issues represented to City staff by members of the community set the course for the future envisioned in the new General Plan. The General Plan Coordinating Committee, appointed by City Council, considered each draft component of the new General Plan and provided input at monthly meetings from February 2001 through June 2002. The City of Laguna Woods Community Services

Commission provided input on the draft document at public meetings in March and August 2002. In September 2002, the City of Laguna Woods Planning Advisory Committee considered the draft General Plan and recommended that the City Council certify the Environmental Impact Report prepared in conjunction with the General Plan and adopt the General Plan.

The City Council of the City of Laguna Woods held a public hearing on the Environmental Impact Report (EIR) and the General Plan on September 18, 2002, and certified the EIR and adopted the City of Laguna Woods General Plan on October 16, 2002.

LAND USE ELEMENT

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LAND USE ELEMENT

I. INTRODUCTION

California law requires that a land use element be prepared as part of a city's General Plan, as follows:

Government Code Section 65302(a): A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas covered by the plan, which are subject to flooding and shall be reviewed annually with respect to those areas.

The Land Use Element serves as a guide to community leaders for deciding upon future development of the City. The Land Use Element is central to development of the other Elements of the General Plan. The subject matter of each of the General Plan Elements e.g. Housing, Circulation, Open Space, etc. is inextricably linked to the Land Use Element.

The Land Use Element is organized into two sections:

Policy Document

The Policy Document defines the Land Use Plan for future development in the City of Laguna Woods. The Plan includes general locations and approximate land areas for six types of land uses: Low Density Residential, Medium Density Residential, High Density Residential, Commercial, Open Space, and Urban Activities Center (see *Exhibit A, Land Use Map*).

The Policy Document is based on a series of qualitative statements reflecting community values. These statements, or Objectives, are the starting point and guide to formulating the Land Use Plan. The Objectives reflect input from those who live and work in the City of Laguna Woods about the kinds of development that will be accepted as positive change.

LAND USE ELEMENT

Policies in the General Plan direct future courses of action for achieving Objectives. Policies are sufficiently flexible to allow for alternate courses of action. This is particularly important as circumstances may change during the estimated fifteen-year lifespan of the General Plan.

Implementation Measures are specific actions to be taken toward achieving the Land Use Plan. Implementation Measures establish the work program for meeting Objectives of the General Plan.

Zoning, subdivision, public works, and public service decisions will be the principal means available to the City as Implementation Measures for the Land Use Plan.

Background Report

The Background Report provides information about the City of Laguna Woods at the time the General Plan was prepared. Quantitative data about existing land uses and development reflect research by professional planners responsible for preparing the General Plan.

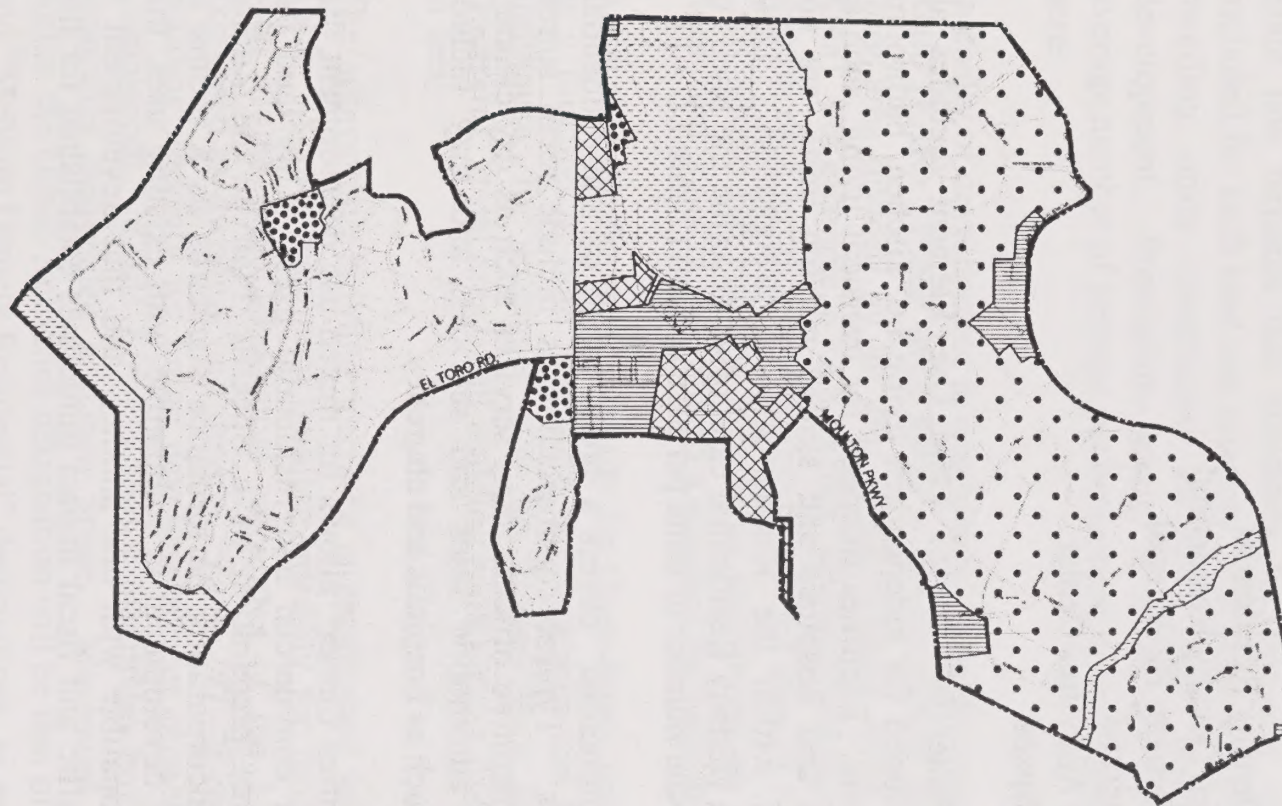
Planners conducted public workshops using results of their research to inform and elicit responses from community members about the future of the City of Laguna Woods and the General Plan. The Background Report is the product of analysis and interpretation of public input by the planners and provides the foundation for the Land Use Element.

The *Community Profile* provides a brief narrative description of demographic and land use characteristics of the City of Laguna Woods. *Existing Conditions* describes locations, acreages, uses, intensity, and types of development in the City of Laguna Woods at the inception of the General Plan.

Issues, Opportunities, and Constraints reflect professional planners' synthesis of factors most likely to influence future development in the City of Laguna Woods. *Flood Zones* identifies, consistent with State requirements for the General Plan, those areas subject to flooding.

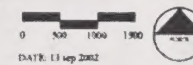
LAND USE ELEMENT

Exhibit A: Land Use Map



LEGEND

-  LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  HIGH DENSITY RESIDENTIAL
-  COMMERCIAL
-  OPEN SPACE
-  URBAN ACTIVITIES CENTER



LAND USE ELEMENT

II. POLICY DOCUMENT

A. Land Use Designations

The Land Use Element identifies general locations and land areas for each of six land use categories:

1. Low Density Residential
2. Medium Density Residential
3. High Density Residential
4. Commercial
5. Urban Activities Center
6. Open Space

The category "Residential" in the Land Use Element includes all dwelling units equipped for independent living i.e. kitchen, bathroom, and sleeping quarters. Facilities intended for transient living, such as hotels and motels and hospitals and skilled nursing units, are not typically included within the Residential use designation. Low, Medium, and High Density Residential categories describe the intensity of development by the number of units per acre of land (*Table LU - 1*).

The category "Commercial" covers a broad range of non-residential, non-industrial uses. Typical commercial uses include retail stores, restaurants, administrative offices, retail services such as dry cleaners and barbershops, automobile sales and services, and may include institutional uses such as hospitals and churches.

The "Urban Activities Center" allows for mixed-use development that may include both commercial and residential uses. This land use designation requires preparation of a Specific Plan at the Zoning Ordinance level incorporating performance standards as a means to ensuring that new development is compatible with existing uses, that new uses are compatible with one another, and that development is consistent with traffic and fiscal impact guidelines established for this land use category.

The "Open Space" designation in the Land Use Element is generally used for passive and active recreation such as parkland, tennis courts, and golf courses. These uses may be either publicly or privately owned.

LAND USE ELEMENT

Facilities of governmental and quasi-governmental agencies such as cities, water districts, and electric utilities may be included within this category.

B. Land Use Intensity

State law requires that standards for intensity of development be included for each land use category. For residential uses, the number of dwelling units constructed on each acre indicates intensity of development. Population density is estimated by applying data for average number of persons per household to the number of dwellings per acre.

Intensity of development in commercial areas is expressed as Floor Area Ratio (FAR). Floor Area Ratio is the maximum permissible building floor area divided by lot area ($\text{FAR} = \text{Floor Area of Building} \div \text{Lot Area}$). For example, a FAR of “0.5” allows 5,000 square feet of building area on each ten thousand square feet of lot area ($0.5 = 5,000 \div 10,000$). FAR allows the building area to be distributed on one, two, or more floors and is not in and of itself a standard for building height.

Allowable development intensity for Open Space uses may be set forth as a function of both maximum building area and building height. A clubhouse, for example, may be limited to a maximum building “footprint” (total area of all building roofs) and a fixed height measured in feet.

The appropriate building intensity is established in the General Plan. Table 1 shows maximum building intensity for future development in each of the three Residential categories of the Land Use Element, expressed as dwelling unit density. *Table LU - 2* represents maximum building intensity for future development for properties designated as Commercial. *Table LU - 3* shows maximum building intensity for properties designated as Open Space. Maximum building intensity within the Urban Activities designation will be that of the “Commercial” and “Medium Density Residential” designations, as appropriate.

LAND USE ELEMENT

Table LU - 1: Maximum Permissible Residential Densities

Land Use Category	Dwelling Density	Assumed Population Density
Low-Density Residential	Fewer than 10 Units per Acre	12 persons per Acre
Medium-Density Residential	10 to fewer than 13 Units per Acre	15 persons per Acre
High-Density Residential	13 to 35 Units per Acre	42 persons per Acre

Table LU - 2: Maximum Permissible Commercial Building Intensity

Land Use Category	Floor Area Ratio
Commercial	0.30

Table LU - 3: Maximum Permissible Open Space Building Intensity

Land Use Category	Building Footprint	Building Height
Open Space	25,000 Sq. Ft.	35 feet

C. Land Use Plan

The Land Use Plan broadly defines the types and locations of future development. Formulation of the Land Use Plan was guided by the Objectives included at the end of this Policy Document.

The Land Use Plan includes an “Urban Activities Center” land use designation for all but one of the parcels indicated for future development. The Urban Activities Center designation allows flexibility in the types and intensities of future uses to the extent that municipal fiscal balance and traffic generation criteria can be met. Uses and intensities will not be definitively determined until a Specific Plan is prepared for the properties designated Urban Activities Center, and development plans consistent with the Specific Plan are submitted.

For purposes of projecting build-out populations and building intensity, one of a range of likely scenarios for future development consistent with a Specific Plan formulated for the Urban Activities Center was assumed. Existing sales tax generation rates for commercial uses and an estimated

LAND USE ELEMENT

total future trip generation budget of 7,426 were used to impute a possible mix and intensity of land uses. One possible scenario suggests 209 new housing units and approximately 208,000 square feet of commercial building space can be accommodated. Population at build-out consistent with this scenario is projected to increase by approximately 299 to 16,706¹.

Sufficient “Residential” land area for construction of new dwelling units consistent with Housing Element Goals is included in the Land Use Plan. Properties designated for commercial use afford opportunities for new retail space and expanding the range of consumer goods and services available in the community. Increases in the number of businesses that generate sales tax, and consequently, increased revenues to the City are expected with this plan. Properties designated as Urban Activities Center may accommodate goals consistent with both residential and commercial uses.

The Land Use Plan reflects changed land use designations for some parcels as necessary to achieve consistency among the General Plan land use designations, existing uses, and zoning designations.

1. Potential Development Sites

A listing of properties with land use designation changes effected in the Land Use Element to accommodate new development is provided in *Table LU - 4*. Potential development site locations are shown in *Exhibit B, Potential Development Sites*. A narrative description of substantive changes is included below.

Parcel 1

This is a 3.3-acre parcel on Moulton Parkway opposite the terminus of Santa Maria Avenue. This property, used as a garden plot by Leisure World residents, is designated “High Density Residential” on the General Plan Land Use map. Rezoning consistent with this Land Use designation would allow for construction of approximately 115 dwelling units.

¹ Current population data is from U.S. Census 2000 and does not reflect results of a successful appeal of the City of City of Laguna Woods to the Bureau of the Census challenging total population and age cohort data that will establish year 2000 population as 18,500.

LAND USE ELEMENT

Parcel 2 (Also see II.C.2, *Specific Plan Concept*)

A land use designation of “Urban Activities Center” is indicated for a two-acre site opposite Gate 12 on Moulton Parkway. Consistent with residents’ desires for additional dining opportunities, a 10,000 square-foot, freestanding restaurant and up to 10,000 square feet of retail building area could be accommodated at this location.

Parcel 3 (Also see II.C.2, *Specific Plan Concept*)

This undeveloped parcel is 4.0 acres and is adjacent to the north side of Town Centre and accessible from Moulton Parkway. Designated as “Urban Activities Center”, this site may accommodate up to 52,000 square feet of retail space and/or office space.

Parcel 4 (Also see II.C.2, *Specific Plan Concept*)

The 5.6-acre Leisure World Equestrian Center on El Toro Road at Moulton Parkway is indicated as “Urban Activities Center”. This designation of Parcel 4 assumes relocation of the Equestrian Center by the Golden Rain Foundation. Up to 73,000 square feet of commercial building area is possible.

Parcel 5 (Also see II.C.2, *Specific Plan Concept*)

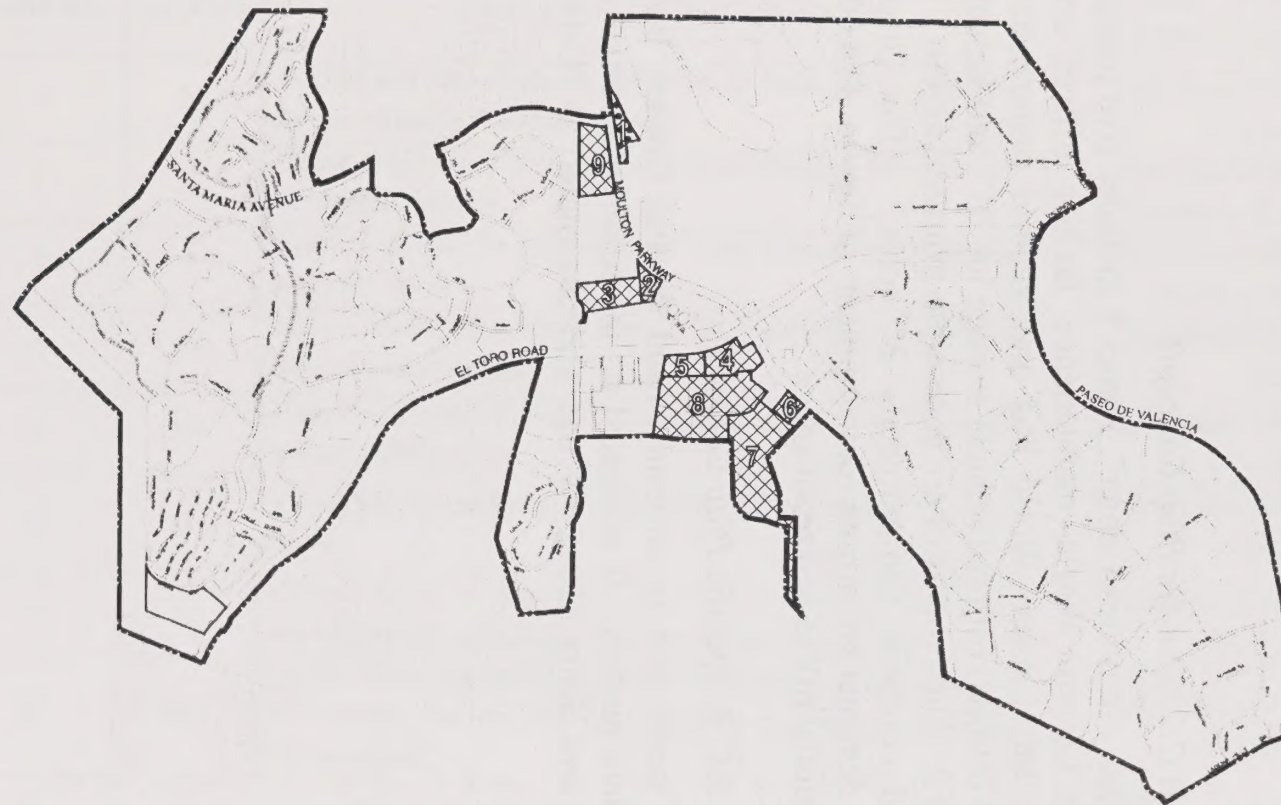
The “Urban Activities Center” designation is applied to a vacant 2.4-acre lot on El Toro Road. This property is situated between the existing commercial center on El Toro Road at Home Depot Drive and Parcel 4. Development potential of up to 31,000 square feet of commercial space is projected.

Parcel 6 (Also see II.C.2, *Specific Plan Concept*)

The Land Use Plan includes the “Urban Activities Center” designation for a two-acre parcel on Moulton Parkway south of Via Campo Verde. Previously indicated for office development, a maximum of 26,000 square feet of office or retail space could be constructed.

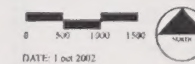
LAND USE ELEMENT

Exhibit B: Potential Development Sites



LEGEND

-  RESIDENTIAL MEDIUM DENSITY
-  RESIDENTIAL HIGH DENSITY
-  URBAN ACTIVITIES CENTER



LAND USE ELEMENT

Parcel 7 (See also II.C.2, *Specific Plan Concept*)

Parcel 7 is the largest potential development site in the City, comprises 23 acres, and is designated “Urban Activities Center”. The property includes a drainage course from the adjoining golf course, which is also a riparian habitat. Historically, the Golden Rain Foundation has used the property for temporary storage and for garden mulching and composting operations. Up to 299 attached dwelling units could be accommodated on this site.

Parcel 8 (See also II.C.2, *Specific Plan Concept*)

Designated as “Urban Activities Center”, Parcel 8 includes five parcels encompassing the Leisure World maintenance facility offices and employee parking lot, Leisure World bus and general maintenance garages, Leisure World recreational vehicle storage lot “B”, and Leisure World Garden Plot 2. The properties are accessible from and adjoin Via Campo Verde and comprise approximately 21 acres. The Urban Activities Center designation allows development of up to 174,000 square feet of additional office and retail space.

Parcel 9 (See also II.C.2, *Specific Plan Concept*)

Parcel Nine is 9 acres and is currently used by the Golden Rain Foundation as a plant nursery. It is located on the southwest corner of Moulton Parkway and Santa Maria Avenue and designated as “Urban Activities Center”.

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Table LU - 4: Potential Development Sites

PARCEL	ACRES	EXISTING CONDITIONS	Current / PROPOSED DESIGNATION (POTENTIAL INTENSITY/DENSITY)
1	3.3	Located east side of Moulton Parkway @ Santa Maria; currently used as a Leisure World garden plot.	Open Space/HIGH DENSITY RESIDENTIAL (115 dwellings @ 35 per acre)
2	2	Vacant parcel opposite Gate 12 of Leisure World on the west side of Moulton Parkway.	Open Space/URBAN ACTIVITIES CENTER (10,000 sq. ft. retail/10,000 sq. ft. restaurant)
3	4	Located adjacent to and north of Town Centre (Ayers Hotel) currently vacant.	Open Space/URBAN ACTIVITIES CENTER (26,000 sq. ft. retail/26,000 sq. ft. office)
4	5.6	Leisure World Equestrian Center at the intersection of El Toro Road and Moulton Parkway.	Open Space/URBAN ACTIVITIES CENTER (73,000 sq. ft. retail)
5	2.4	Vacant parcel west of Moulton Parkway on El Toro Road (adjacent to Home Depot center).	Open Space/ URBAN ACTIVITIES CENTER (31,000 sq. ft. retail)
6	2	Vacant parcel with frontage on Moulton Parkway south of Campo Verde.	Employment/ URBAN ACTIVITIES CENTER (26,000 sq. ft. office)
7	23	Located south of Campo Verde west of Moulton Parkway; undeveloped and used for Leisure World compost production.	Open Space/URBAN ACTIVITIES CENTER (299 dwellings @ 13 per acre)
8	20.7	Leisure World maintenance garages and offices, Garden Plot 2, R.V. Storage Lot "B", and PCM employee parking lot located at Campo Verde.	Open Space/ URBAN ACTIVITIES CENTER (174,000 square feet retail)
9	9	Golden Rain Foundation plant nursery site.	Open Space/URBAN ACTIVITIES CENTER
Total	72		

LAND USE ELEMENT

2. Specific Plan Concept

The City of Laguna Woods was developed as a “planned community” and the importance of continuing in this tradition of master planning is recognized. Integration of uses, designs, and infrastructure on contiguous properties promotes development of greater aesthetic and economic value, maximizes municipal revenues, enhances the overall balance of land uses in the City, enhances existing development, and minimizes adverse impacts on the environment.

The Specific Plan concept requires that proposed development of Parcels 2 through 9 (Potential Development Sites, above) be addressed in a single, comprehensive manner in order to ensure that the cumulative traffic and fiscal impacts are consistent with the applicable provisions of the General Plan. In furtherance of the objectives of the General Plan, the Specific Plan will establish policies regarding additional development criteria such as infrastructure, building design, or other site-specific concerns that must be addressed for specific parcels or subareas of the Specific Plan at the time of application for Site Development Permit as described below.

The Specific Plan will demonstrate that development of component parcels will be consistent with the General Plan and its objectives. The Specific Plan will establish the extent of development permitted on component parcels; however, approval for any development project consistent with the Specific Plan will require subsequent approval of a Site Development Permit that will address project details including building materials, height, and massing, landscape treatments, on-site parking and on-site circulation. Subsequent to approval of the Specific Plan, each subsequent application for a Site Development Permit must be substantially consistent with the provisions of the Specific Plan.

The Specific Plan shall include the following information:

- ❑ Rights of way to be granted as consideration pursuant to subsequent Site Development Permit approval;
- ❑ The distribution, location, and extent of the uses of land, including open space for all properties designated on the Land Use Plan as “Urban Activities Center”;

LAND USE ELEMENT

- ❑ Land use designations for parcels that are to remain undeveloped;
- ❑ Proposed vehicular access points;
- ❑ Conceptual on-site vehicular circulation and parking;
- ❑ Trip generation and traffic analysis for the proposed land uses demonstrating consistency with the Level of Service standards for arterial roadways in the City and including identification of mitigation measures necessary to ensure consistency;
- ❑ Fiscal analysis indicating projected sales tax and/or transient occupancy tax revenues, or their equivalents, to be generated by proposed land uses and in sufficient detail to allow definitive determination by the City as to positive, negative, or neutral impact on the City's ability to provide municipal services; City Council, however, shall retain the ability to approve a project regardless of the findings of the fiscal analysis;
- ❑ A Development Phasing plan consistent with the fiscal analysis;
- ❑ Conceptual development standards including measures consistent with the Mitigation Monitoring Program adopted in conjunction with the General Plan;
- ❑ Procedures for submittal and review of subsequent applications for Site Development Permits.

The Specific Plan may be adopted by Resolution of the City Council and may be amended in similar manner.

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3. Land Use Designation Changes for Developed Sites

Table LU - 5 Identifies changes to the Land Use Plan map of the General Plan that merely correct inconsistencies between the Land Use Plan and zoning designations for the respective properties.

Land use designations for all other properties in the City of Laguna Woods are consistent with their uses at the time of adoption of the General Plan. *Table LU - 6* contrasts the distribution of land uses in the Interim General Plan that preceded this document with the distribution in the Land Use Plan included in this document.

4. Land Use Designation for Annexation Parcel

In 2002, the City of Laguna Woods annexed into the City a 10-acre parcel with frontage on El Toro Road opposite the terminus of Aliso Creek Road. This ten-acre parcel is adjoined to the south and southwest and to the west by the Southern California Edison right-of-way. The property is designated as Open Space in the Land Use Plan of this Land Use Element.

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Table LU - 5: Land Use Designation Changes for Developed Sites

Parcel	Interim General Plan	General Plan
Temple and Methodist Church	Community Commercial	Residential Medium Density
Catholic Church	Community Commercial	Residential Medium Density
Renaissance at the Regency	Employment	Residential High Density
Residential @ Gate 1	Commercial	Residential Medium Density
Fountains	Employment	Residential High Density
Leisure World Towers	Urban Residential	Residential High Density
Alterra Wynwood	Suburban Residential	Commercial
Mortuary	Employment	Commercial
Offices on P.D.V. @ Laguna Hills Drive	Employment	Commercial
Commercial on Moulton @ Ridge Route	Employment	Commercial
Water Tanks	Open Space	Commercial
El Toro frontage at water tanks	Community Commercial	Commercial
Self-Storage Facility near Gate 12	Community Commercial	Commercial
Mini-mart/Gas station – El Toro @ Moulton	Community Commercial	Commercial
Fire Station and Bank – El Toro @ P.D.V.	Suburban Residential	Commercial
Edison R/W @ City's southwesterly border	Open Space & Suburban Residential	Open Space
Car wash - El Toro @ Moulton	Community Commercial	Commercial
EZ Lube – El Toro @ Moulton	Community Commercial	Commercial
Bank on P.D.V. @ La Plata	Suburban Residential	Commercial
R.V. Storage Lot "A"	Employment	Open Space
El Toro Water Treatment Plant	Public Facilities	Open Space
Clubhouse 1	Community Commercial	Residential Medium Density
Clubhouse 4	Open Space	Residential Medium Density

LAND USE ELEMENT

Table LU - 6: Net Changes in Acres by Land Use Designation

Land Use Category	Interim General Plan	Land Use Plan
<i>Low-Density Residential</i>	687	630
<i>Medium-Density Residential</i>	798	786
<i>High-Density Residential</i>	27	30
<i>Commercial</i>	88	130
<i>Open Space</i>	324	289*
<i>Urban Activities Center</i>	<i>Not Applicable</i>	69
<i>Public Rights-of-Way</i>	170	170
Total	2,094	2,104*

*Reflects annexation in 2002 of 10-acre property adjoining El Toro at the terminus of Aliso Creek Road.

D. Objectives, Policies, and Implementation Measures

The future direction for the City is broadly defined by the Objectives included in each Element of the General Plan. Objectives reflect community values about the types and character of development accepted as positive change for the City.

Policies are directives for development decisions. These directives suggest courses of action that will shape the City consistent with the Objectives and the Land Use Plan they define.

Implementation Measures are specific actions that may be taken toward achieving the Land Use Plan following adoption of the General Plan. Many implementation measures relate to adopting and revising the City's zoning and subdivision ordinances, and to the capital improvement and public services programs.

Objective I: Promote land uses that accommodate the diverse needs of City of Laguna Woods residents.

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Policy I.A: Facilitate development of a variety of housing types that appeal to a broad spectrum of prospective new residents.

**Implementation
Measure:**

- I.A.1 Accommodate rezoning of properties consistent with Residential designations shown on the General Plan Land Use Map and with Housing Element goals for new dwelling unit construction.
- I.A.2 Approve rezoning of Open Space land to non-residential use consistent with the General Plan Land Use Map only after sufficient land is zoned for Residential use consistent with Housing Element goals for new dwelling unit construction.
- I.A.3 Adopt a Zoning Ordinance provision requiring that replacement, redevelopment, and/or relocation of any Leisure World Clubhouse facility not result in a net loss of land area reserved and maintained for recreational uses.

Policy I.B: Actively participate with property owners and their representatives to expand the range of retail goods and services.

**Implementation
Measure:**

- I.B.1 Prepare a City marketing brochure to supplement broker and property owner offerings to prospective commercial tenants and prospective residents.
- I.B.2 Adopt zoning ordinance procedures for site-specific parking studies reflecting demand based on existing or proposed commercial tenant mix.
- I.B.3 Accommodate requests of property owners for zone changes consistent with land use designations on the General Plan Land Use Map.

LAND USE ELEMENT

Objective II: Enhance the value and desirability of properties.

Policy II.A: Develop a strategy for promoting excellence in property maintenance and building design.

**Implementation
Measure:**

II.A.1 Adopt Zoning Ordinance standards for design review that include architectural guidelines for new and renovated commercial projects.

II.A.2 Include noise, view, light and glare, and traffic generation considerations in developing buffer zone requirements in the Zoning Ordinance to ensure compatibility of non-residential development with nearby residential uses.

II.A.3 Continue to implement the scenic highway provisions of the Zoning Ordinance.

II.A.4 Continue to include maintenance and periodic upgrading of landscaped medians in the City's annual budget.

II.A.5 Continue the current Code Enforcement program.

II.A.6 Adopt a Zoning Ordinance provision requiring preparation of a Specific Plan for the "Urban Activities Center" designated on the Land Use Plan prior to approval of development on any of the subject parcels and including performance and development standards consistent with Section II.C.2, *Specific Plan Concept*.

Policy II.B: Monitor land use decisions and legislation of other units of government that may affect the quality and value of properties in the City of Laguna Woods.

LAND USE ELEMENT

Implementation Measure:

- II.B.1 Actively participate as a City in area-wide and regional forums in opposing a commercial airport at the former Marine Corps Air Station at El Toro.
- II.B.2 Monitor legislative updates provided by the California League of Cities.
- II.B.3 Work with nearby cities and special districts on issues of mutual benefit or interest.

Objective III: Promote innovation in design and development of properties that reflects the unique needs of the City of Laguna Woods market.

Policy III.A: Identify opportunities in new construction and re-use projects for optimizing accessibility for people with special needs.

Implementation Measure:

- III.A.1 Consider adopting zoning and subdivision requirements for connecting sidewalks and multi-purpose trails between new and existing commercial, institutional, and residential destinations.
- III.A.2 Consider adopting zoning ordinance standards for alternative modes of transportation in commercial, institutional, and multiple family residential development.

Objective IV: Maintain and enhance revenues to the City.

Policy IV.A: Consider the fiscal impacts of land use decisions.

LAND USE ELEMENT

Implementation Measure:

- IV.A.1 Require applicants for new uses, to be defined by project size or type, to submit fiscal impact analyses including projected revenues to the City and costs of municipal services.

LAND USE ELEMENT

III. BACKGROUND REPORT

A. Community Profile

The City of Laguna Woods encompasses a land area of approximately 3.3 square miles with a population of 16,507². The bulk of commercial and institutional uses are situated along El Toro Road and Moulton Parkway within four-tenths of a mile of their intersection. Two smaller retail nodes are located at the El Toro Road and Paseo de Valencia intersection and at the Moulton Parkway and Ridge Route Drive intersection.

The City of Laguna Woods is unique in that nearly all existing residential uses are age-restricted for adults aged 55 years and older. Of the 13,252 dwelling units in the City of Laguna Woods, 12,736 are located in the gated community of Leisure World, which represents 80% of the City's total land area. Three other residential communities provide an additional 516 dwelling units in the City of Laguna Woods.

The Renaissance at the Regency adult residential care community includes 192 rental apartments. Another 140 apartments are located at The Fountains adult residential development adjacent to The Renaissance. The Alterra Wynwood at Palm Terrace includes 184 assisted living apartment units. A 99-bed residential care facility at Alterra is not included in the dwelling unit count. The Renaissance and the Fountains are located in planning unit 4-B, and Alterra Wynwood is located in planning unit 7-E. The location of each planning unit is shown on *Exhibit C, Planned Community Land Use Map*.

The Golden Rain Foundation, on behalf of itself, the Golden Rain Trust, and each of three "mutual benefit corporations" (mutuals) representing the homeowners and shareholders of Leisure World, owns and operates all clubhouse facilities, entrance gates, swimming pools, golf courses, riding stables, and various other recreational facilities within Leisure World. These facilities as well as the bus system owned by the Trust are for the exclusive use of Leisure World residents. Cul-de-sacs within each of the mutuals in Leisure World are owned by the respective

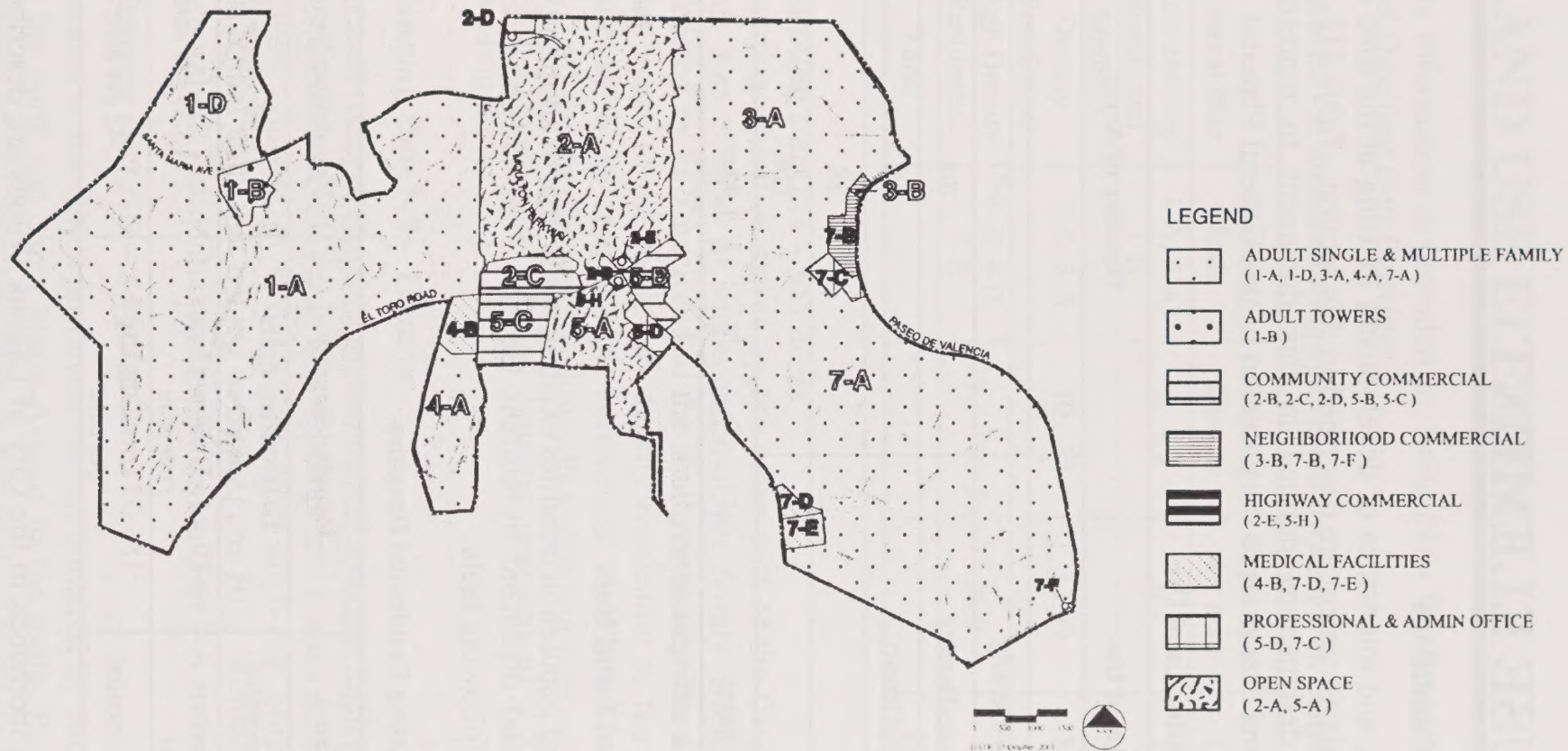
² Data is from U.S. Census 2000 and does not reflect results of a successful appeal of the City of City of Laguna Woods to the Bureau of the Census challenging total population and age cohort data that will establish year 2000 population as 18,500.

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mutual. Streets, sidewalks, and storm drains within Leisure World are owned and maintained by the Trust.

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Exhibit C: Planned Community Land Use Map



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B. Existing Conditions

Locations, sizes, and intensities of development existing at the time of preparation of this document are described in this section. *Table LU - 7* uses land use designations defined in this document to represent distribution of land uses prior to the adoption of this General Plan.

Table LU - 7: Existing Land Use

Land Use	Number of Acres
Residential	
Low-Density	687
Medium-Density	798
High-Density	27
Commercial	88
Open Space	324
Total	1,924*

*Exclusive of streets and rights-of-way

1. Residential Land Uses

Dwelling unit and population densities existing at the time of adoption of this document and organized by current General Plan categories are indicated in the following table.

Table LU - 8: Existing Residential Densities

General Plan	Housing Density	Population Density
Low Density Residential	< 10 Dwelling Units per acre	11.88 per acre
Medium Density Residential	10 < 13 Dwelling Units per acre	13.19 per acre
High Density Residential	13 – 35 Dwelling Units per acre	42 per acre

Residential neighborhoods in the City of Laguna Woods are described below and identified by Planning Unit number consistent with *Exhibit C, Planned Community Land Use Map*. The Planning Units originated in the Rossmoor Leisure World Planned Community District Regulations of the County of Orange prior to the City's incorporation. A summary of

LAND USE ELEMENT

this information is provided in *Table LU - 9: Residential Population and Dwelling Unit Densities*.

Table LU - 9: Residential Population and Dwelling Unit Densities

Interim General Plan	Planning Unit	Housing Density	Population per acre	Dwelling Units	Acres
Low Density Residential	1-A, 4-A, 1-D	0 - 9.9	9.5	4,115	687
Medium Density Residential	7-A, 3-A	10 - 13	12.49	8,310	798
High Density Residential	1-B, 4-B, 7-E	13.1 – 33.2	26.0	827	27
Total				13,252	1,512

Planning Unit 1-A – 553 acres

Planning Unit 1-A makes up the better part of the City's western half. This area consists of single and multiple family dwelling units and is bordered by El Toro Road to the south, unincorporated Orange County open space to the west, low density residential to the north, Moulton Parkway to the east, and the commercial Town Centre at its southeast tip. All the dwelling units within this planning unit are included in the Third Laguna Hills Mutual housing corporation. There are 3,384 dwelling units.

Planning Unit 1-B – 11 acres

Located south of Santa Maria Avenue at Avenida Sosiega, this planning unit consists of a high-density development known as the Towers. The Towers consists of two fourteen-story high-rise buildings with 311 residential units that belong to the Laguna Hills Mutual No. 50 housing corporation. Residential units in Planning Unit 1-A surround the Towers.

Planning Unit 1-D – 84 acres

Located in the City's northwest corner, bordered by Ridge Route Drive to the north and Santa Maria Avenue to the south, Planning Unit 1-D consists of 317 detached units as part of the Third Laguna Hills Mutual housing corporation. This planning unit is surrounded by residential uses, except to the west, which is undeveloped open space.

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Planning Unit 3-A – 229 acres

Planning Unit 3-A makes up the City's northeast corner and is bordered by Ridge Route Drive to the north, El Toro Road to the South, Avenida de Carlota to the east and a golf course to the west. This unit includes 1,918 condominiums in Third Laguna Hills Mutual and 842 cooperative units in United Laguna Hills Mutual.

Planning Unit 4-A – 50 acres

This planning unit is located just south of planning unit 4-B and El Toro Rd. at Calle Sonora. There are 414 condominium units that are part of Third Laguna Hills Mutual.

Planning Unit 4-B – 11 acres

This is one of two residential planning units located outside the Leisure World gates. Located at the southwest corner of El Toro Road and Calle Sonora, two adult residential care facilities occupy this planning unit. The Renaissance at the Regency has 192 one and two bedroom units. The Fountains has 140 one and two bedroom units.

Planning Unit 7-A – 569 acres

Occupying the majority of the City's southeast section, Planning Unit 7-A is bordered by El Toro Road to the north, Paseo De Valencia to the east, Laguna Hills Road to the south and Moulton Parkway on the west. This Planning Unit includes 5,481 cooperatives in the United Laguna Hills Mutual housing corporation and 69 condominium units in the Third Laguna Hills Mutual.

Planning Unit 7-E – 5 acres

Also outside the Leisure World gates, this planning unit is occupied by the Alterra Wynwood manor care and Palm Terrace assisted living facilities. With a zoning designation as Medical Facility, this is a residential care facility with 99 beds and 184 living units.

2. Commercial Land Uses

The locations, land areas, and intensity of commercial development existing at the time of preparation of this General Plan are included in this section. Planning Unit designations are those of the *Rossmoor Leisure World Planned Community District Regulations* of the County of Orange that were in effect prior to the City's incorporation. Locations

LAND USE ELEMENT

of each Planning Unit are shown in *Exhibit C, Planned Community Land Use Map*.

Planning Unit 3-B – 3 acres located at the northwest corner of El Toro Road and Paseo De Valencia. Current land uses include Fire Station No. 22, operated by the Orange County Fire Authority.

Planning Unit 7-B – 7 acres located at the southwest corner of El Toro Road and Paseo De Valencia. The 64,265 square foot Valencia Shopping Center occupies the site.

Planning Unit 7-F – 0.5 acres located at the northwest corner of Laguna Hills Drive and Paseo De Valencia. The existing use is a 6,000 square foot office building.

Planning Unit 2-B – 7.8 acres centrally located in the City at the northwest corner of El Toro Road and Moulton Parkway. Existing uses include a self-storage facility, a pet hospital, and a gas station/convenience store.

Planning Unit 2-C – 14.4 acres is situated north of El Toro Road and east of Calle Sonora. The site is developed as Town Centre, a 253,270 square foot mixed-use commercial center.

Planning Unit 2-D – 4.4 acres located at the southeasterly corner of Moulton Parkway and Ridge Route Drive is developed with a small retail center that includes a self-storage facility.

Planning Unit 5-B – 14 acres occupying the southeasterly corner of El Toro Road and Moulton Parkway. Known as Willow Tree Center, development consists of 170,077 square feet of retail commercial space.

Planning Unit 5-C – 24 acres developed as the Home Depot commercial center. It is located at the southeast corner of El Toro Road and Calle Sonora.

Planning Unit 2-E – 0.5 acres located at the northeasterly corner of Moulton Parkway and El Toro Road and occupied by an auto wash.

Planning Unit 5-H – 0.4 acres at the southwesterly corner of Moulton Parkway and El Toro Road. The site is developed as an automobile oil change facility.

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Table LU - 10: Commercial Development Intensities

General Plan	Zoning	Planning Unit	Building Area in Sq. Ft.	Land Area in Acres	Floor Area Ratio
Commercial	Neighborhood Commercial	3-B, 7-B & 7-F	89,000	10.6	.20
Commercial	Community Commercial	2-B, 2-C, 2-D, 5-B, & 5-C	708,486	65	.25
Commercial	Highway Commercial	2-E & 5-H	3,440*	0.9	.10
Employment	Professional & Administrative Office	5-D & 7-C	27,219*	10	.25
Commercial	Medical Facility	7-D	16,636	1.5	.18
Total			844,781	88	

**Estimated*

Planning Unit 5-D – 3.5 acres located on the west side of Moulton Parkway south of El Toro Road is developed with two warehouse/office buildings.

Planning Unit 7-C – 7 acres located west of Paseo De Valencia, south of El Toro Road. Existing land uses include the former Leisure World administration building and a bank.

Planning Unit 7-D – 1.5 acres located in the southeast part of the City east of Moulton Parkway and is developed with a mortuary.

3. Open Space Land Uses

Approximately 324 acres were designated as Recreation/Open Space at the time of the City's incorporation. Both active and passive recreational uses such as Clubhouse 4, equestrian facilities, garden centers, and the 18-hole golf course were included in this designation.

This section includes a description of each of the facilities previously designated as Recreation/Open Space. The Planning Unit designations are those of the Rossmoor Leisure World Planned Community District

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Regulations of the County of Orange that were in effect prior to the City's incorporation. Planning Units are identified on the map in *Exhibit C, Planned Community Land Use Map*.

Planning Unit 2-A – 270 acres centrally located and north of El Toro Road, this planning units is occupied by an eighteen-hole golf course, RV storage, one of the Leisure World clubhouses, the El Toro Water District's water recycling plant, and a small water body used by the El Toro Water District for recycled water storage. A 12,000 square-foot City dog park is located on the south one-half of the right-of-way of Ridge Route Drive, east of Moulton Parkway. The dog park is not designated Open Space, however, as future widening of Ridge Route will require removal of the dog park.

Planning Unit 5-A – 54 acres located south of El Toro Road, west of Moulton Parkway. Existing uses include equestrian facilities, recreation vehicle storage lot, garden plot, maintenance building and yard, maintenance office and parking lot, and 23 acres of mostly vacant land with garden mulching operations, and a riparian corridor/ drainage easement.

Table LU - 11: Leisure World Open Space Recreation Facilities

Facility/Resource	Quantity
Clubhouses	6
Pools	5
Fully equipped Fitness center	2
Shuffleboard Courts	12
Bocce Courts	3
Tennis Courts	12
Auditorium/Theater	1
Craft workshops	10
Library	1
Equestrian Facility	1
Golf Courses	2
Garden Centers	2
RV Storage	2

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4. Flood Zones

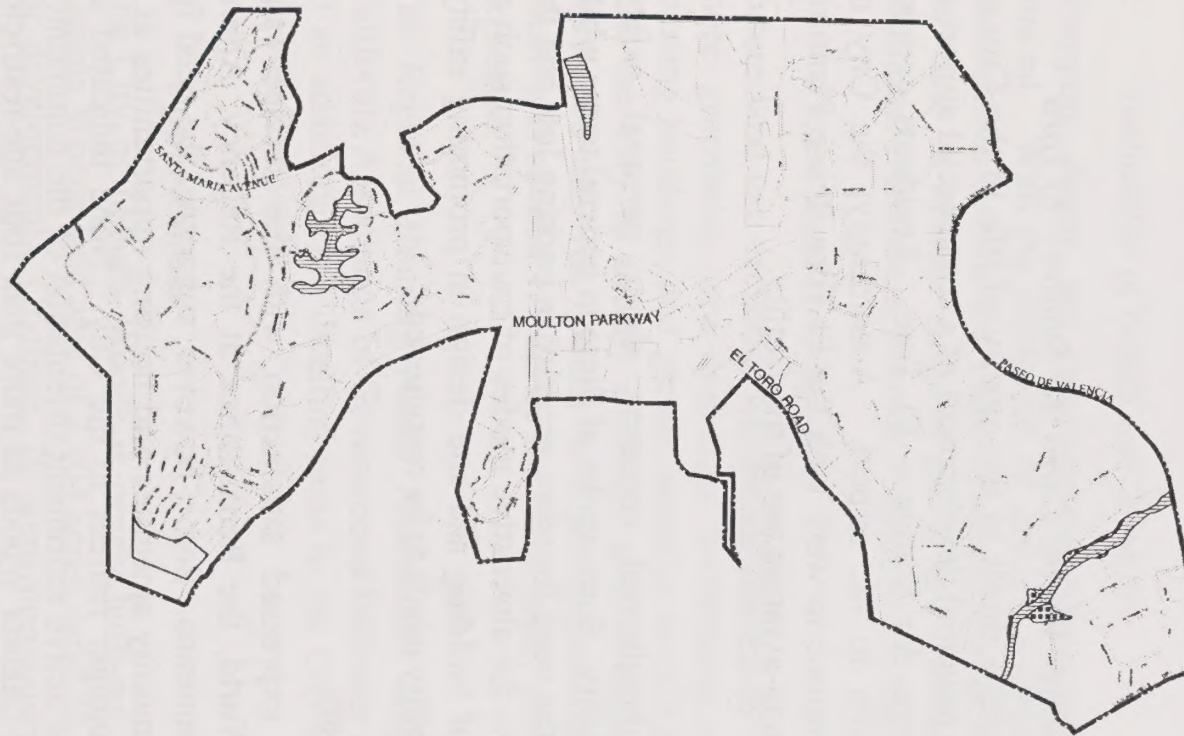
Consistent with requirements of state law, the *Flood Hazards Map, Exhibit D*, includes four flood hazard areas within the City of Laguna Woods as identified by the Federal Emergency Management Agency (FEMA).

Aliso Creek passes through the southeast portion of the city, through planning unit 7-A between Majorca Ave and Avenida Sevilla. Areas along the creek and shown on the map as Zone A are likely to be inundated by a 100-year flood, but base flood elevations have not been identified. An area along the creek near Avenida Sevilla and Ronda Sevilla falls within Zone X, which represents areas subject to 100-year floods with an average depth of less than one foot. Two residential units are partially located within Zone X.

Additional flood hazard areas include the Leisure World Executive Golf Course, the El Toro Water District recycled water storage basin east of Moulton Parkway at the intersection of Santa Maria Avenue, and a small area at the west boundary line between the Cities of Laguna Beach and Laguna Woods near Bahia Blanca West.

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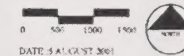
Exhibit D: Flood Hazards Map



LEGEND

-  ZONE A
-  ZONE X

SOURCE: FEDERAL EMERGENCY MANAGEMENT AGENCY -
FLOOD INSURANCE RATE MAP 1989



DATE: 5 AUGUST 2001

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C. Issues, Opportunities, and Constraints

A series of community workshops and meetings of the General Plan Coordinating Committee produced a broad range of comments about the present and the future of the City of Laguna Woods. This information has been restated within the context of the General Plan as Issues, Opportunities, and Constraints. General Plan alternatives for future development of the City evolved within this framework of Issues, Opportunities, and Constraints.

1. Issues

a. Disposition of Former Marine Corps Air Station – El Toro

No other issue represents a threat to the quality of life in the City of Laguna Woods as does potential development of a commercial airport at the former Marine Corps Air Station – El Toro. Residents express overwhelming opposition to the airport. Accordingly, the City of Laguna Woods will continue to work with the El Toro Reuse Planning Authority to achieve a non-aviation use of the facility.

b. Personal Safety

Residents expressed heightened concerns about personal safety, independence, and mobility. Some spoke of these in general terms while others related them as the need for more security in parking lots and the lack of accommodations for alternative modes of transportation such as golf carts. The role of building and site design in promoting safety, independence, and mobility needs to be recognized.

c. Community Identity

In general, residents expressed satisfaction with the services and facilities at Leisure World, the Renaissance at the Regency, Alterra Wynwood, and The Fountains. Some, however, suggested the need for greater variety in community amenities and housing opportunities as a means of attracting younger retirees to the City. None indicated an interest in changing the active retirement orientation of the community. Others see the City of Laguna Woods as more than four age-restricted facilities and believe an effort should be made to change the stereotyped image of the City.

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d. Community Appearance

The overall appearance of the City of Laguna Woods continues to play an important role in attracting new residents. The lack of graffiti and the abundance of trees is a fundamental attraction of the City of Laguna Woods. The importance of the appearance of the community is expressed as disappointment with the appearance of newly-constructed retail centers on El Toro Road, the need for improved landscaping in El Toro Road and Moulton Parkway medians, and concern that buildings and grounds of commercial centers be properly maintained.

e. Availability of Goods and Services

Shopping, dining, and entertainment opportunities within the City are limited. With the exception of grocery shopping, residents travel to destinations outside the City of Laguna Woods for consumer goods and services. A broader range of goods and services in the City including additional restaurants, a movie theatre, and a nightclub is desired.

f. Future Land Development

Future land use decisions will be influenced by current preferences for more greenbelts, new buildings conforming with the character of existing buildings, and greater attention to building design. Sentiment that the City is already overbuilt and no additional land should be developed may run counter to a perception that additional affordable housing is needed. A desire for small scale, compact development was expressed.

The Regional Housing Needs Assessment adopted by the Southern California Association of Governments indicates a need for construction of an additional 113 dwelling units in the City of Laguna Woods over the next five years.

2. Opportunities

The City of Laguna Woods is nearly built-out. Of the total City of Laguna Woods land area of 2,104 acres, only 72 acres may be available for development. Of these, 70 were previously designated for Open Space use and 2 were designated for Commercial use. The Golden Rain Foundation owns all 72 acres.

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Until 2001, the Golden Rain Foundation properties were subject to military aircraft overflight (avigation) easements. The easements restricted development of the properties and precluded residential uses. Marine Corps Air Station (MCAS) – El Toro closed in 1999 and the Foundation maintained that the easements were no longer in effect. The Golden Rain Foundation ultimately prevailed in legal action against the Department of Defense and the easements were extinguished, allowing consideration of alternative uses for the properties.

Some or all of the 113 new dwellings needed within the City pursuant to the Regional Housing Needs Assessment could be accommodated on some portion of the Golden Rain Foundation properties. Some potential sites may be developed for commercial uses, which could partially satisfy an identified need for additional retail goods and services, as well as provide additional sales tax revenue to the City.

Commercial buildings in the City of Laguna Woods generally appear to be in relatively good repair. A significant number built in the mid to late 1960's, however, may be ready for substantial repair or replacement within the next ten years. With responsibility for land use and building and safety code administration vested in the City, greater attention may be paid to the maintenance of commercial areas. Proactive measures can be implemented before aging structures detract from the appearance of commercial areas.

3. Constraints

Market forces will largely determine which vacant parcels are developed and when they are developed. The grade separation between undeveloped building pads opposite Gate 12 and the adjacent Town Centre property could be a detriment for some potential retail tenants. Limited size, access, and drainage issues on the 2.4-acre parcel on the south side of El Toro Road between Calle Sonora and Moulton Parkway may limit development potential. The 23-acre Golden Rain Foundation property includes riparian habitat whose preservation will limit development to less than the entire site.

D. Data Sources

Information pertaining to existing land uses and designations was obtained from sources including: field investigations, business license

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records, aerial maps, California Department of Finance Demographic Unit, U.S. Census 2000 data and maps, Orange County Assessor and Recorder's offices, records of the County of Orange Planning and Development Services Department, records of Professional Community Management (PCM) Inc., Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps, special studies commissioned by the City of Laguna Woods, files maintained by the City of Laguna Woods, and the City's interim General Plan and Zoning Ordinance.

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HOUSING ELEMENT

I. INTRODUCTION

The Housing Element is one of the seven mandatory elements of the General Plan. State law requires inclusion of a Housing Element in the General Plan in recognition of the role that land use planning plays in the production of affordable housing. The Housing Element will guide City decision-making through an action program including policies, procedures, and incentives for maintaining and expanding the housing supply in the City of Laguna Woods for all income groups.

The California Legislature has declared that a decent home and suitable living environment for every resident is the primary housing goal for the State. Specifically, Section 65580 of the California Government Codes sets forth the Legislature's findings as follow:

- a. The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farm-workers, is a priority of the highest order.*
- b. The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels.*
- c. The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of government.*
- d. Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for housing needs of all economic segments of the community.*
- e. The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs.*

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Section 65581 of the California Government Code reflects the Legislative intent for mandating that each City and County prepare a Housing Element:

- a. To assure that counties and cities recognize their responsibilities in contributing to the attainment of the state housing goal.*
- b. To assure that counties and cities will prepare and implement housing elements which, along with federal and state programs, will move toward attainment of the state housing goals.*
- c. To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs.*
- d. To ensure that each local government cooperates with other local governments in order to address regional housing needs.*

In order to achieve these ends, the California Government Code makes certain provisions of the Housing Element mandatory. These provisions include:

- identification and analysis of existing and projected housing needs, resources and constraints;
- a statement of goals, policies, quantified objectives, and scheduled programs for preservation, improvement and development of housing;
- identification of adequate sites for housing;
- adequate provision for existing and projected needs of all economic segments of the community.

Specific requirements for data collection and analysis necessary to preparation of the Housing Element are set forth in Government Code Section 65583 and are discussed later in this document. The Government Code also requires that each draft Housing Element be

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reviewed by the California Department of Housing and Community Development and that the Department's findings be incorporated prior to adoption, or that specified findings be made in response to the Department's comments.

As a mandatory component of the General Plan, the Housing Element should be reviewed on an annual basis in order to monitor progress in implementation of the programs identified to meet the housing needs of the community. The Housing Element, however, must be revised every five years as indicated in State statute. The next revision is slated for the year 2005.

The Housing Element is organized into two sections:

Policy Document

The Policy Document defines a course of action for meeting the housing needs of the community, including those of both current and future residents, consistent with State law. The Policy Document reflects statutory requirements for courses of action appropriate to providing suitable, affordable housing in the City of Laguna Woods. These are defined through a series of "Objectives", "Policies", and "Implementation Measures".

Objectives are broad statements about the ends, or outcomes, relative to housing that are to be achieved over the statutory term of the Housing Element.

Policies suggest strategies for achieving the ends identified as Objectives. Policies provide general direction to decision makers in defining specific actions to achieve Objectives.

Implementation Measures are the specific, discreet actions to be taken as part of the strategy for achieving Objectives in maintaining and promoting production of decent housing affordable to a broad range of household types at all income levels.

The Policy Document provides direction for complying with State law through inclusion of the following:

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- Identification of actions to be taken to implement Objectives through administration of land use and development controls, regulatory concessions and incentives, and use of appropriate federal and state financing and subsidy programs;
- Identification of adequate sites made available through appropriate zoning to facilitate and encourage development of a variety of types of housing for all income levels;
- Measures to be taken to assist in development of adequate housing to meet the needs of low and moderate income households;
- Steps to be taken to remove governmental constraints to maintenance, improvement, and development of housing;
- Steps to be taken to conserve and improve the conditions of existing affordable housing;
- Steps to be taken to promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.

Background Document

The Background Document includes an inventory of existing housing in the City. Demographic characteristics of the population and of projected future residents are documented as prescribed by the California Government Code. Minimum mandatory information included in the Background Report of the Housing element is as follows:

- An analysis of population and employment trends and documentation of projections and a quantification of the City's existing and projected housing needs for all income levels including the City's share of the regional housing need as determined by the Southern California Association of Governments;
- An analysis and documentation of household characteristics including level of payment compared to ability to pay, housing

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characteristics, including overcrowding and housing stock condition;

- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the appropriateness of the zoning and the adequacy of public facilities and services for these sites;
- An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes, fees, and other exactions required of developers, and local permit procedures;
- An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels including availability of land and project financing, the price of land, and cost of construction;
- An analysis of any special housing needs such as those of the handicapped, elderly, large families, farmworkers, and families and persons in need of emergency shelter;
- An analysis of opportunities for energy conservation with respect to residential development; and
- An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use.

Public Participation

Community input was received at neighborhood workshops held in the City of Laguna Woods on March 5th, March 6th, March 12th, and March 13th, 2001. The General Plan Advisory Committee received comments on

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the Housing Element during a public meeting on January 14, 2002. The following groups have been asked for comment on the Housing Element:

Kennedy Commission
23861 El Toro Road, Suite 401
Lake Forest, CA 92630

Affordable Housing Clearinghouse
223 South La Esperanza
San Clemente, CA 92672

Saddleback Community Outreach
23011 Moulton Parkway, B-12
Laguna Hills, CA 92653

South County Senior Services
14300 El Toro Road, Building A, Suite 2000
Laguna Woods, CA 92653

Orange County Housing Authority
1770 North Broadway
Santa Ana, CA 92706-2642

Community Housing Resources, Inc.
1411 North Broadway
Santa Ana, CA 92706

HOUSING ELEMENT

II. POLICY DOCUMENT

A. Objectives, Policies, and Implementation Measures

The future direction of the City to accommodate and facilitate the development and maintenance of affordable housing is broadly defined in the Objectives set forth in this section.

Policies in this section suggest courses of action that will move the City toward achieving Objectives set forth in the Housing Element.

Implementation Measures are specific actions to be taken to achieve Objectives. They are specific, discreet steps that may be included as specific tasks, for example, in the City's work programs prepared in conjunction with adoption of annual municipal budgets.

Objective I: Maintain and improve the existing housing stock.

Policy I.A: Initiate all appropriate efforts to preserve existing housing and to facilitate development of new housing affordable to all income groups.

Implementation Measure:

I.A.1 Establish an ad hoc panel comprised of representatives from each residential community as a means to implementing Housing Element Objectives, Policies, and Implementation Measures. (Year One and continuing throughout planning term of Housing Element)

I.A.2 As part of the annual budget process, identify funding and staffing support for implementing fiscal year housing improvement activities. (Annually throughout planning term of Housing Element)

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- I.A.3 Partner with property owners to identify and accomplish retrofitting of dwelling units and common facilities for handicapped accessibility. (Year One and continuing throughout planning term of Housing Element)
- I.A.4 Identify grant funds available to promote and enhance on-going building maintenance activities. (Year Two and continuing throughout remaining planning term of Housing Element)
- I.A.5 Establish and implement a proactive code enforcement program, working with property owners and property managers to ensure appropriate maintenance of housing units (Year Three and continuing throughout remaining planning term of Housing Element)
- I.A.6 As part of the annual General Plan status review, provide progress report on each applicable Implementation Measure. (Annually throughout planning term of Housing Element)
- I.A.7 Adopt a property maintenance ordinance including standards for residential properties.

Objective II. Accommodate new housing for diverse needs.

Policy II.A. Promote construction of units consistent with the new construction component of the Regional Housing Needs Assessment.

Implementation Measure:

- II.A.1 Rezone Parcel 1, “Potential Development Sites” in the Land Use Element, to High-Density Residential to accommodate construction of 113 new dwelling units. (Year One of planning term of Housing Element)
- II.A.2 Support non-profit organizations in efforts to secure funding sources for development of housing for

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- households of low and moderate income. (Year One and throughout planning term of Housing Element)
- II.A.3 Encourage use of the City's dwelling unit density bonus provisions of the zoning ordinance. (Year One and throughout planning term of Housing Element)
- II.A.4 Revise the Zoning Ordinance to allow increased density and alternative development standards including reductions in required parking as additional incentives through the use permit approval process for affordable housing. (Year One of planning term of Housing Element)

Objective III. Promote affordable housing opportunities for all economic segments of the community.

Policy III.A. Recognize the leadership role in housing-related issues as a function of municipal government.

Implementation Measure:

- III.A.1 Work with the County of Orange Housing Authority to secure Section 8 rental assistance for very low-income rental households and inform eligible residents. (Year Three and continuing throughout remaining planning term of Housing Element)
- III.A.2 Take the lead in identifying alternatives for reducing the consumption and the cost of electrical energy for residential users in the City of Laguna Woods. (Year Three and continuing throughout remaining planning term of Housing Element)
- III.A.3 Serve as clearinghouse for housing assistance resources for residents and management of all residential communities in the City of Laguna Woods. (Year One and continuing throughout remaining planning term of Housing Element)

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- III.A.4 Work with El Toro Redevelopment Planning Authority cities in promoting rehabilitation and reuse of military housing at the former El Toro Marine Corps Air Station to satisfy the housing needs of south County lower-income households and homeless people. (Year Two and throughout remaining planning period of Housing Element)
- III.A.5 Participate in the County of Orange Consolidated Plan program and in the Continuum of Care to provide housing for special needs populations. (Year One and throughout the planning term of the Housing Element)

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III. BACKGROUND DOCUMENT

The Background Document provides the quantitative and qualitative analyses necessary for reaching informed conclusions about existing housing needs, affordability of existing housing, and constraints to and opportunities for providing and maintaining affordable housing in the City of Laguna Woods. The information in this section enabled formulation of “Policies” and “Implementation Measures” included in the Policy Document for meeting existing and future housing needs in the City.

Overview

The City of Laguna Woods was incorporated in 1999 and is located in south Orange County, approximately 50 miles south of Los Angeles and approximately 75 miles north of San Diego. Unique among California cities, the City of Laguna Woods is comprised entirely of “senior citizen” communities. The median age of City of Laguna Woods’ residents is 78.

Development of age-restricted seniors’ communities shielded from age-based discrimination challenges was facilitated by California Civil Code Section 51.3 et. seq. The statute includes recognition that “There are senior citizens who need special living environments and services, and . . . there is an inadequate supply of this type of housing in the state.” Consistent with this statute, occupancy of all existing dwellings in the City of Laguna Woods is limited to households which must include at least one “qualifying resident” aged 55 years or older.

The unique demographic characteristics of a City comprised entirely of seniors’ communities are reflected in housing needs and affordability issues different from more traditional cities. These characteristics (age, household size, employment, ethnicity, etc.) and the characteristics of housing in the City (number of units, tenure, size, cost, etc.) are described in this section and serve as the basis for analysis of existing and future housing needs that follow.

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A. Population Characteristics

The 2000 U.S. Census indicates a total population of 16,507¹ for the City of Laguna Woods. More than 86% of the population is aged 65 or older and the median age is 78. This compares with a countywide median age of 33.3 years.

Age restrictions on occupancy of existing dwellings in the City of Laguna Woods suggest that the average and median age of residents will remain significantly above those of the County. No future population growth attributable to natural population growth is anticipated. Increase in population will result from new housing development and continued increase in life expectancy of the average resident.

Age Cohorts

Total population and breakdown by age cohorts are included below in Table H-1. A comparison of population characteristics for the City of Laguna Woods with that of Orange County as a whole is presented in Table H-2. As shown in these comparisons, the population of the City of Laguna Woods is significantly older than the population of Orange County, in general, suggesting significantly different housing needs.

Table H - 1: Population By Age

	Under 5	5-14	15-19	20-34	35-64	65+
2000	39	42	18	163	1977	14,268
% of Total	.24%	.25%	.11%	.98%	12%	86.42%

Source: U.S. Census 2000

It should be noted that, consistent with age restrictions at the various residential communities within the City of Laguna Woods, the opportunity for anyone under the age of 35 to reside legally within the community is limited.

¹ Data is from U.S. Census 2000 and does not reflect results of a successful appeal of the City of Laguna Woods to the Bureau of the Census challenging total population and age cohort data that will establish year 2000 population as 18,500.

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Race and Ethnicity

The U.S. Census provides statistics for race and ethnicity of the City's population. Table H-2 below identifies the ethnic distribution of the City's population compared to figures for Orange County.

Table H - 2: Racial and Ethnic Composition

Race and Ethnicity	City of Laguna Woods		County of Orange	
	Number	Percent	Number	Percent
White	15,866	96.1%	1,844,652	64.8%
Black	41	0.2%	47,649	1.7%
American Indian and Alaska Native	20	0.1%	19,906	0.7%
Asian	412	2.5%	386,785	13.6%
Native Hawaiian or Other Pacific Islander	9	0.1%	8,938	0.3%
Other	31	0.2%	421,208	14.8%
Two or More Races	128	0.8%	117,151	4.1%
Total	16,507	100%	2,846,289	100%
Source: US Census, 2000				

The 2000 Census changed the manner in which race and ethnicity are defined. The definitions now recognize that "Hispanic" relates to place of origin rather than race. Table H-3 reflects the new categorization of Hispanic or Latino and race.

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Table H - 3: Hispanic or Latino and Race

	City of Laguna Woods		County of Orange	
	Number	Percent	Number	Percent
Hispanic or Latino (any race)	340	2.1%	875,579	30.8%
Mexican	(181)	(1.1%)	(712,496)	(25.0%)
Puerto Rican	(19)	(0.1%)	(8,877)	(0.3%)
Cuban	(16)	(0.1%)	(6,703)	(0.2%)
Other Hispanic or Latino	(124)	(0.8%)	(147,503)	(5.2%)
Not Hispanic or Latino	16,167	97.9%	1,970,710	69.2%
White alone	15,580	94.4%	1,458,978	51.3%
Total	16,507	100%	2,846,289	100%
Source: US Census, 2000				

B. Employment

An estimated 1,740 people are employed within the City of Laguna Woods. The five largest employers in town account for approximately 72.4% of total employment opportunities within the City (Table H-4). Based on survey results², an estimated 1,414 or 75.5% of those employed in the City of Laguna Woods are included within the retail service category. Another 119 are counted as Accommodation and Food Services at 6.8% of the employment sector, and Health Care and Social Assistance at 56 or 3.2% of the workforce. No data is available for place of residence for those employed in the City.

² Phone survey conducted by Hogle-Ireland, Inc. week of October 15, 2001.

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Table H - 4: Five Largest Employers in City of Laguna Woods

Employer	Number of Employees
Long's Drugs	50
Von's Companies, Inc.	70
PCM	1,000
The Home Depot	75
Stater Brothers Markets, Inc.	65
Total	1,260
Source: Survey Results	

Jobs/Housing Balance

The jobs-housing balance is represented by the ratio of the number of jobs in a community to the number of dwelling units in the community. The jobs-housing ratio is intended as a measure of the extent to which a community provides housing in quantities sufficient to house those employed in the area.

The Southern California Association of Governments offers a target jobs-housing ratio between 1.0 and 1.29 i.e. there should be between 1.0 and 1.29 jobs for each dwelling unit in the community. In practice, achieving the target balance is no indication that most or even many individuals both live and work in the community. Significant numbers of residents from housing-rich communities in Riverside and San Bernardino Counties, for example, commute to jobs in jobs-rich communities throughout southern Orange County.

The jobs-housing balance for the City of Laguna Woods is 0.13 (1,740 jobs/13,252)³ dwelling units indicating a clearly housing-rich community. This reflects the fact that the City of Laguna Woods was developed consistent with the "Rossmoor Leisure World Planned Community"⁴ as a retirement community; land not designated for open space or residential use was developed for retail goods and services uses for the convenience of residents of the planned community. With low rates of participation in

³ Dwelling unit count based on data tabulations provided by Professional Community Management for Leisure World, and from City Building Department files for Renaissance, Alterra Wynwood, and The Fountains.

⁴ Zoning document administered by the County of Orange prior to incorporation of the City of Laguna Woods.

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the workforce, access to jobs was not a significant consideration in the design and development of the community.

Up to 575 additional jobs may result from future development of up to 208,000 square feet of retail and office space. This development will represent complete build-out of all non-residential parcels in the City of Laguna Woods. Of this potential development, no more than 100,000 square feet are projected for construction during the planning term of the Housing Element. This level of development may result in an additional 290 jobs by the year 2005.

Most of the anticipated new jobs are likely to be in the relatively low-paying retail service sector, and many positions may be less than fulltime. Many of these future jobs, however, may be well suited for residents of Leisure World who choose to remain in the labor force on a part-time basis. For example, of the 15% of City of Laguna Woods residents estimated to be in the labor force, many are part-time employees of Professional Community Management in Leisure World.

A continuing shortage of qualified personnel in the service sector, high turnover rates of younger workers, and the desire of some active seniors to supplement their incomes may ultimately increase labor force participation of City of Laguna Woods' residents commensurate with creation of nearby, part-time job opportunities. Even with new employment opportunities in the City, however, the City of Laguna Woods will remain a housing-rich community according to the target jobs-housing ratio.

C. Household Characteristics

Assessment of present and future housing needs begins with consideration of the demographic characteristics of current residents. The basic unit for this demographic analysis is the "household". In this sense, a household includes all the persons occupying a housing unit and may be comprised of a family related by blood or marriage, a single individual, or a group of unrelated persons including roommates, unmarried couples, or an individual or individuals with a live-in caregiver.

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Household Composition

According to the 2000 U.S. Census, there are 11,699 households within the City of Laguna Woods. As the City was not incorporated until 1999, comparable household data from the 1990 Census is not available. However, only one new housing unit has been constructed since 1984 and it is assumed that the number of households has not changed significantly over this period of time. In comparison, the number of households in Orange County has increased from 827,066 in 1990 to 935,287 households in 2000.

The 2000 Census indicates an average household size in the City of Laguna Woods of 1.4 persons. By contrast, the average household size in Orange County in 1990 was 2.87 persons and rose to 3 persons per household by 2000.

Single-person households comprise approximately 58% of all City of Laguna Woods' households. Thirty-two percent (32%) are two-person households and include those composed of husband and wife families, or a principal occupant and an unrelated, live-in caregiver. The balance (10%) of households are comprised of three or more people.

Given that all existing housing in the City of Laguna Woods is age-restricted, changes in mortality rates will likely have the greatest effect on household size. As the average lifespan of males approaches parity with that of females, a slight increase in average household size may be expected in the next decade.

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Household Income

As of this writing, Census 2000 data on household incomes in the City of Laguna Woods have not yet been released. Estimates of current household incomes are derived from the *Orange County Transportation Authority Traffic Analysis Zones* data and from “*On-going Survey of Leisure World*”⁵. The median household income for the City of Laguna Woods in 2000 is estimated to be approximately \$33,800. In comparison, the median household income for Orange County was estimated to be \$50,986 in 1998.⁶

The apparent disparity in median household incomes between the City of Laguna Woods and the overall County is expected. Household incomes in the City are primarily comprised of non-wage income including Social Security payments, pension proceeds, and the proceeds of other retirement investments. Moreover, these non-wage sources are often not considered as income by respondents to questionnaires that are used in compiling survey data.

Although median household income is usually suggestive of the relative magnitude of housing needs of a community, the unique demographics of the City of Laguna Woods require that this factor be tempered by other, equally significant data. Census tract data for 1990, for example, indicates that approximately 40% of owner-occupied households are without mortgage debt⁷. Many households likely used equity from sales of principal, pre-retirement residences for all-cash purchases. A not insignificant number of other households likely used this equity for substantial down payments. In both scenarios, housing expenses are relatively small even as a share of lower retirement incomes.

Housing Tenure

Of the 12,650⁸ dwelling units reported in the 2000 Census, 9,929 or 84.9% of occupied housing units in the City of Laguna Woods were owner-occupied compared with 61.4% of occupied units within Orange County.

⁵ UCI – Leisure World historical Society, Richard McCleary, Ph.D., Institute for Brain Aging and School of Social Ecology, University of California, Irvine, September 1, 2000

⁶ U.S. Census Bureau, “County Estimates for Median Household Income for California: 1998”.

⁷ U.S. Census Bureau, “Financial Characteristics of Housing Units: 1990”, Anaheim-Santa Ana, CA PMSA.

⁸ see Footnote 3

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The remaining 1,770 occupied housing units, or 15.1%, were renter occupied. Countywide, 38.6% of all occupied units were renter-occupied.

Vacancy Rates

The vacancy rate is a measure of the general availability of housing in the City. A low vacancy rate suggests that households may have more difficulty finding housing within their price range. A high vacancy rate indicates an oversupply of housing units within at least some price ranges.

The availability of vacant housing units provides households with choices on different unit types to accommodate changing needs (i.e., divorce, children leaving home, births). A low vacancy rate tends to increase rents and housing prices, consequently limiting the housing options for some households.

The Regional Housing Needs Assessment (RHNA) prepared by Southern California Association of Governments (SCAG) in 1999 identifies a target vacancy rate of 3.1% for its member jurisdictions. A vacancy rate between 3% and 5% is considered normal. The higher rate allows adequate time between occupancies for routine or deferred maintenance of rental units, and tends to moderate rent increases, while tempering a rise in overall housing costs including the price of *for-sale* units.

The 2000 Census indicated an overall vacancy rate of 5% for the City of Laguna Woods. Anticipated increases in average life expectancy, the disinclination of seniors' households to relocate, a lack of developable residential land, and significant growth in the numbers of seniors' as the "baby boom" generation ages are likely to result in declines in the vacancy rate in the City of Laguna Woods.

D. Housing Inventory

The number of housing units in the City (13,252) has not changed since the most recently constructed units were completed in 1984. In contrast, the County's housing stock increased by 108,221 units between 1990 and 1999, an increase of 13.1%.

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Table H - 5: Housing Units By Type

Housing Unit Type	Number of Units	Percent of Total
Single-Family Detached	426	3.2%
Multi-Family (2-4 units)	4,179	31.5%
Multi-Family (5+units)	8,647	65.3%
City Total	13,252	100.0%
Source: Draft City of Laguna Woods General Plan		

Multi-family dwellings with 5 or more housing units comprise 65.3% of housing units in the City of Laguna Woods. Multi-family dwellings consisting of 2-4 units comprise 31.5% of housing units and single-family detached units represent 3.2% of housing units within the City.

Residential Densities

Residential uses in the City of Laguna Woods have been developed at an average density of 8.8 units per acre. Table H-6 identifies the number of acres developed at each of the three residential densities in the City.

Table H - 6: Existing Residential Density

	Acres
Low Density <10 d.u./acre	680
Medium Density 10-13 d.u./acre	798
High Density 13-35 d.u./acre	27
Source: City of City of Laguna Woods Draft General Plan	

Residential Communities in City of Laguna Woods

The City of Laguna Woods is unique in that all existing dwellings are age-restricted for adults 55 years and older. Of the 13,252 dwellings units in the City, 12,736 are located in the gated community of Leisure World, 140 units in *The Fountains*, 184 in *Alterra Wynwood at Palm Terrace*, and 192 in *Renaissance at the Regency*. The various housing options, levels of amenities, and services provided at each community are described below.

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Leisure World

Leisure World contains 12,736 owned condominium and cooperative units. Owners within Leisure World pay a homeowners' association fee that is used to provide residents with public transportation, patrolled private security, clubhouses with special programs and recreational activities. Also included within the Leisure World community are two golf courses for the private use of Leisure World residents.

Alterra Wynwood at Palm Terrace

Alterra Wynwood at Palm Terrace is a licensed residential care community with 184 rental units. Services include the dispensing of medication, assistance with bathing, dressing, and other activities of daily living determined by a care plan tailored to specifically meet the individual needs of the residents. Amenities include meal service, transportation, housekeeping, laundry services, and access to recreational facilities including a putting green, shuffleboard court, pool, and spa. Activity programs include regular trips to shopping locations, restaurants, concerts, and historical landmarks.

Renaissance at the Regency

Renaissance at the Regency consists of 192 rental units for seniors and offers both independent and assisted-living on a month-to-month basis. Services and amenities at Rossmoor include daily meals, housekeeping, laundry services for bed and bath linens, scheduled transportation, group excursions, and social events.

The Fountains

The Fountains contains 140 rental units and is the only independent living apartment facility in the City. Although age-restricted, The Fountains operates as an apartment community and does not provide assisted living services, special programs or amenities.

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Age of Housing Stock

Age of dwellings is one measure of housing stock conditions and a factor for determining the need for moderate or substantial rehabilitation. Without proper maintenance, housing units deteriorate over time. Older units, even when properly maintained, require periodic major repairs including new roofing and plumbing. Dwellings more than 30 years old are generally considered to fall into this category. Older units may also require significant upgrades to prevent loss from fire and earthquakes.

The first dwellings in the City of Laguna Woods were constructed in 1964. More than half of all units (60%) in the City were constructed between 1964 and 1970. The age distribution of housing units is shown in Table H-7.

Table H - 7: Age Of Housing Stock

Year built	Number of units	Percent of units
1964-1970	8,025	60.55%
1971-1975	3,327	25.10%
1976-1980	1,381	10.42%
1981-Present	519	3.93%
TOTAL	13,252	100%
Source: Professional Community Management		

All Leisure World units, whether cooperative or condominium ownership, are included within one of the three mutual benefit corporations, or “mutuals.” Each of the three mutuals is organized as a nonprofit corporation to manage, operate, and maintain dwellings included within the respective mutual.

Funded by monthly “carrying” charges paid by homeowners, the mutuals contract with Professional Community Management to administer maintenance and repair contracts and supervise staffing necessary to properly maintain the buildings and common areas of each of the mutuals. Reserve funds maintained by each mutual have allowed for scheduled replacement of major building components as these have failed.

For those living in cooperatives in the United Mutual, monthly carrying charges pay not only for common area and building maintenance, but also

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for replacement of major appliances, minor carpentry, plumbing, and electrical repairs within the units.

With professional management and the uniformity and regularity of building maintenance within the three mutuals in Leisure World, all units are in an average or better than average state of repair. None are classified as “substandard” or “in need of substantial rehabilitation”.

Visual inspections of the Fountains apartment community, of Renaissance at the Regency, and of Alterra Wynwood revealed no evidence of deteriorated or substandard living conditions. Conversation with a City Building Inspector confirmed these observations.

E. Housing Affordability Analysis

The United States Department of Housing and Urban Development (HUD) defines affordable housing costs as contract rents or mortgage payments, including taxes and insurance, but not utilities, that are equal to or less than 30% of the gross income of very low, low, and moderate income households.

For purposes of determining housing affordability, the California Department of Housing and Community Development consistent with HUD guidelines, establishes income ranges that define very low-income, low-income, and moderate-income households (Table H-8). In general, very low-income households are those with incomes less than 50% of the County median household income; low-income households are those with incomes of 50% to less than 80% of the County median household income; moderate-income households are those with incomes of 80% to 120% of County household median income. Adjustments are made for family size and, in high-income areas such as Orange County, the upper income limit for low-income households is subject to a national cap of \$52,500 for a family of four.

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Table H - 8: Annual Income Limit by Household Size

	1 Person	2 Person	3 Person	4 Person	5 Person
Very-Low Income	\$25,800	\$29,500	\$33,150	\$36,850	\$39,800
Low Income	\$36,750	\$42,000	\$47,250	\$52,500	\$56,700
Moderate Income	\$61,900	\$70,750	\$79,600	\$88,450	\$95,550

Source: California Department of Housing and Community Development

The income limits provided in Table H-8 are used in the analysis of affordability of existing units in the City of Laguna Woods. The analysis includes both owner and renter-occupied units representative of those offered for sale or rent during 2001.

Characteristics of Market-rate Dwelling Units

Affordability of housing in the City of Laguna Woods must be considered in the context of its origin as a planned community built for seniors. Ownership and occupancy include access to a broad range of services and amenities for residents which need to be considered in the analysis of affordability of units offered for-sale and for-rent in the City of Laguna Woods.

The vast majority of housing in the City of Laguna Woods was built as part of Leisure World. All units in Leisure World are held either in cooperative or condominium ownership. The governing entities of both the cooperatives and the condominium units are corporations organized under the general non-profit corporation law of the State of California. The respective units and governing entities are collectively referred to as "Mutuals".

The United Mutual (cooperative) owns all of the real property (dwelling units, carports and laundries) within the boundaries of the Mutual, and each member of the cooperative is entitled to occupy a specific dwelling unit under the terms of an Occupancy Agreement. Members pay a monthly assessment that is based on their respective shares of the corporation's mortgage payments, property taxes, maintenance and other operating expenses as determined by the board of directors of the Mutual.

In addition to exterior maintenance, the carrying charges of the United Mutual cooperatives pay for major appliance repair and replacement, and

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electrical, plumbing, and carpentry repairs. Out-of-pocket expenses required of the resident owners are significantly lower than in other owner-occupied housing.

Owners in the Third Mutual and 50th Mutual (condominium associations) own undivided interests in the defined common area of the real property of the respective condominiums. Each owner owns the air space of a specific dwelling unit defined by the inner surfaces of walls, ceilings, and floors of the respective unit.

Condominium unit owners pay a monthly carrying charge in an amount determined by the respective boards of directors of each mutual. In addition to payment of property taxes and insurance for common areas, the carrying charges pay for maintenance of common areas including building exteriors. Each owner is responsible for property taxes, insurance, and interior maintenance associated with his or her unit

Affordability of For-Sale Dwelling Units

Recent representative resale prices for dwellings in the City of Laguna Woods range from \$43,000 for a one-bedroom cooperative unit to \$605,000 for the largest condominium unit (Table H-9). The median selling price in the City of Laguna Woods was \$129,333 compared to \$269,000 countywide⁹.

Table H - 9: Dwelling Unit Sales Prices

Unit Type	Bedrooms	Lowest Price	Highest Price	Median Price
Cooperative	One	\$43,000	\$112,000	\$92,000
	Two	\$57,000	\$220,000	
Attached/Detached Condominium	One	\$45,000	\$193,000	\$151,000
	Two	\$73,000	\$545,000	
	Three	\$139,000	\$605,000	
High-Rise Condominium	Studio	\$10,000	\$19,000	\$145,000
	One	\$45,000	\$165,000	
	Two	\$150,000	\$290,000	
	Three	\$500,000	\$500,000	

Source: Leisure World Resales, 04/01/00 to 03/31/01

⁹California Association of Realtors, April, 2001

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The resale values in Table H-9 are used to illustrate calculations necessary to defining affordability of for-sale units in the City of Laguna Woods. The example is based on the median-priced cooperative, condominium, and high-rise condominium units. Housing expenses include the required payment of principal and interest on mortgage debt, an assumed 1.25% allocation for taxes and homeowner insurance, and the respective monthly homeowners association fee (carrying charge). A 20% down payment and a 7% interest rate are assumed, generally reflecting market conditions in 2001. Table H-10 indicates the income needed for purchase of each of the median-priced unit types.

Table H - 10: Owner-Occupied Housing Expenses

	Cooperative	Attached/Detached Condominium	High-Rise Condominium
Median Purchase Price	\$92,000	\$151,000	\$145,000
Down Payment	20%	20%	20%
Interest Rate	7%	7%	7%
Loan Amount	\$73,600	\$120,800	\$116,000
Monthly Principal and Interest	\$490	\$804	\$772
Monthly Private Mortgage Insurance and property Tax ¹	Included in HOA Fee	\$157	\$181
Monthly HOA ² Fee	\$425 ³	\$360 ⁴	\$1,200 ⁵
Total Monthly housing Expense	\$915	\$1,321	\$2,153
Required Monthly Income ⁶	\$3,050	\$4,403	\$7,177

¹ Annual PMI and property tax assumed to be 1.25% of purchase price.

² Homeowners' Association

³ Includes principal and interest on master mortgage, building exterior and common area maintenance, property taxes, major appliance repair and replacement and most plumbing, electrical, and carpentry repairs on unit interiors.

⁴ Includes building exterior and common area maintenance.

⁵ Includes building exterior and common area maintenance, housekeeping services, and meal service.

⁶ Assumes expenditure of no more than 30% of income on housing expenses.

Note that the monthly homeowners association fee represents a significant portion of monthly housing expense. In each case, the association fee covers not only the customary maintenance and insurance costs for

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common areas, but also the added services available to Leisure World residents including transportation and recreation services; in the high-rise condominium unit, this monthly fee includes housekeeping and meal service.

The same data sources and assumptions used in the example of median-priced units were used to determine affordability of for-sale units to very low and low-income households. The household income ranges at each level are those from Table H-8, above. Based on this analysis, the numbers of units affordable to prospective City of Laguna Woods residents are shown in Table H-11. The household sizes used in this analysis reflect age and occupancy restrictions on all units in the example.

Table H - 11: Affordability of Units Sold 2000-2001*

Affordable to:	Annual Income	Affordable Unit Price	Units Sold in This Price Range	% of Units Sold
<u>Single-Person Households</u>				
Very Low Income	Up to \$25,800	Up to \$41,250	None	0%
Low Income	\$25,800-\$36,750	Up to \$78,535	159	12%
<u>Two-Person Households</u>				
Very Low Income	Up to \$29,500	Up to \$59,558	40	3%
Low Income	\$29,500-\$42,000	Up to \$103,336	384	30%
*1,276 total units sold April, 2000 to April, 2001				

Housing affordability estimates for the City of Laguna Woods need to be viewed in the proper context: homeownership levels are highest among those aged 55 and over. Assets accumulated over a lifetime often include equity in a previous residence. These assets are used as down payments substantially larger than the 20% used in this analysis, resulting in significantly reduced principal and interest payment. Estimates derived from 1990 Census data indicate up to 40% of transactions are all-cash purchases. Income levels, therefore, are less of a determinant in affordability analyses applied to seniors housing.

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Affordability of For-Rent Dwelling Units

A significant number of for-rent units in the City of Laguna Woods are in assisted living communities. For purposes of assessing affordability of renter-occupied units, the distinction between typical rental housing and assisted living rental housing is important to note. In a conventional rental situation, a dwelling unit is provided to a tenant in exchange for monthly rent; in assisted living rental housing, amenities such as meals, medical assistance, housekeeping, transportation, and various activity programs are included with the unit.

Rental rates for typical rental units were taken from the classified advertisements in the Leisure World News between August 2, 2001 and November 22, 2001. The average rental rate for a one-bedroom unit was \$995. Two-bedroom units averaged \$1,202 per month. Monthly rents for units in the two assisted living facilities outside Leisure World, *Wynwood at Palm Terrace*, and *Renaissance at the Regency*, range from \$2,770 for a one-bedroom unit to \$3,530 for a two-bedroom unit.

Table H-12 shows the affordability of the average one and two-bedroom, non-assisted rentals for each income group using income limits in Table H-8.

Table H - 12: Affordability of Rental Units

Affordable to:	Maximum Affordable Rent	Affordability Average One-Bedroom Unit*	Affordability Average Two-Bedroom Unit**
<u>Single-Person Households</u>			
Very Low Income	\$645	Not Affordable	Not Affordable
Low Income	\$918	Not Affordable	Not Affordable
Moderate Income	\$1,547	Affordable	Affordable
<u>Two-Person Households</u>			
Very Low Income	\$737	Not Affordable	Not Affordable
Low Income	\$1,050	Affordable	Not Affordable
Moderate Income	\$1,768	Affordable	Affordable
* Rent @ \$995/month			
** Rent @ \$1,202/month			

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F. Housing Needs

Regional Housing Needs Assessment

In accordance with State Housing law, the Southern California Association of Governments (SCAG) has prepared a Regional Housing Needs Assessment (RHNA) that quantifies the need for housing in each jurisdiction in the SCAG region between 1998 and 2005. The RHNA provides estimates of existing and future housing needs: the existing need is determined from information about current residents including the number of low-income families paying more than 30% of income for housing; future need is based on projected growth in the number of households and the number of units needed to maintain a target vacancy rate.

Because the City of Laguna Woods was not incorporated at the time the Regional Housing Needs Assessment was prepared, no data for existing housing needs was provided by SCAG. The future housing need in the City of Laguna Woods is indicated as the number of new dwelling units that should be constructed by the year 2005 for new households at each of four income levels. This allocation for new construction of 113 units in the City of Laguna Woods is indicated in Table H-13. The geographic distribution of RHNA dwelling units is also guided by State law requiring that new, affordable housing not be concentrated in existing low-income neighborhoods.

Table H - 13: Total Construction Need By Income 2000-2005

Very Low	Low	Moderate	Above Moderate	Total
20	15	25	53	113
18%	13%	22%	47%	100%
Source: Southern California Association of Governments				

Overcrowding

The Census defines overcrowded housing units as “those in excess of one person per room average.” Overcrowding is often reflective of insufficient income to secure housing with an appropriate number of rooms.

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The 2000 U.S. Census indicated that in the City of Laguna Woods, owner-occupied units average 1.42 persons per household; renter-occupied units have fewer people on average, with 1.31 persons per dwelling unit.

The City of Laguna Woods has an average household size smaller than most cities due to the restrictions placed on occupancy of all existing units. The Conditions, Covenants & Restrictions for the Leisure World community limit the numbers of persons who may occupy a dwelling based on the number of bedrooms in the respective unit. Similar restrictions apply to occupancy at each of the other three residential communities in the City of Laguna Woods. With these privately imposed and enforced conditions, overcrowding is not a problem in the City.

Overpayment

Consistent with the United States Department of Housing and Urban Development's (HUD) "threshold of overpayment" definition, "Affordable housing costs with respect to very low, low, and moderate income households shall not exceed 30% of gross household income." That is, when households must spend more than 30% of their respective incomes for rent or mortgage payments, sufficient funds may not be available for other necessities, such as food, health care, and clothing.

Deterioration of housing stock is also associated with overpayment for housing. Expenditures for routine maintenance may be deferred in order to meet immediate expenses for other necessities such as food, clothing, medical care, and utilities. Overpayment also promotes overcrowding, which leads to a variety of problems from an acceleration in building deterioration to related code violations.

The affordability standards applied to very low, low, and moderate-income households are not applicable to households above 120% of the area median household income. Upper-income households are typically able to secure housing within their budgets even if required to pay more than 30% of income for housing.

Data related to overpaying is an indicator of housing need for current residents of the City. Because SCAG provided no data on existing housing needs for the City of Laguna Woods in the Regional Housing Needs Assessment, and because Census 2000 data sets relating to housing

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overpayment were not available at the time of this writing, estimates were derived from 1990 census tracts approximating the boundaries of the City of Laguna Woods. The information is represented in Table H-14.

Table H-14 indicates the numbers of households paying more than 30% of their incomes. Of approximately 2,586 very low-income households in the City, 1,689 (60%) are paying more than 30% of their incomes for housing. Of the approximately 2,616 low-income households in the City, 896 households (34.2%) are overpaying.

Table H - 14: Households Overpaying for Housing

Household Tenure	Very Low Income	Low Income	Moderate & Above Income	Total Overpaying by Tenure	Percentage of All Households*
Renter Households	491	368	N/A*	859	7.3%
Owner Households	1,193	596	N/A*	1,789	15.3%
Total	1,684	964	N/A	2,648	22.6%
U. S. Census Bureau, "Financial Characteristics of Housing Units: 1990", Anaheim-Santa Ana, CA PMSA					
*No data available.					
**Based on 11,699 total dwelling units in City.					

The analysis of City of Laguna Woods households overpaying for housing does not include consideration of expenditures for utilities including telephone and electric service. Within the Leisure World community, electricity bills may represent a greater burden among very low and low income residents than in other communities: space heating as well as water heating, cooking, and lighting are electric. The relatively high-cost of heating with electricity, particularly since electric utility deregulation, may force very low and low-income households to go without heating.

Special Needs Groups

State Housing Law requires that the special needs of certain disadvantaged groups be addressed. These households typically experience difficulty in securing decent, affordable housing, and are not

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well guarded under market conditions. Special needs groups include the elderly, homeless, large families, and disabled persons.

Elderly

With more than 86% of the population over 65 years of age, the elderly are the largest special needs group in the City of Laguna Woods. Affordable housing has been identified by South County Senior Services as the primary need for the elderly; health care and in-home care and transportation services needs were also indicated.

Significant resources for the elderly exist in and near the City of Laguna Woods and include:

Florence Sylvester Memorial Senior Center; offers a nutrition program, congregate meals, home delivery of meals, social services case management, seniors activities, information, and referral services;

Home Helping Hands; program sponsored by Volunteer Center of Greater Orange County maintains registry of in-home care providers;

Iglesia Park; offers senior lunches and group meeting opportunities;

Orange County Housing Authority; provides "Section 8" rental vouchers provided through the U. S. Department of Housing and Urban Development for low-income seniors;

South County Senior Services Center; provides adult day-care program, meals-on-wheels for shut-ins, paratransit services, and various activity and learning programs.

Homeless

The Regional Housing Needs Assessment (RHNA) produced by SCAG defines homeless people as "persons who are living or staying in emergency shelters; persons who sleep outside, in makeshift shelter, in cars or transportation areas such as bus or train terminals; or persons who are considered *at risk*."

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In the past, several factors have contributed to homelessness including difficulty in obtaining employment, lack of on-going care for the mentally ill, substance abuse, and inadequate education. In recent years, however, a shortage of affordable housing opportunities coincident with a growing population of low-income renters has added to the problem.

The County of Orange “2002-2004 Consolidated Plan” (Orange County Department of Housing and Community Development) indicates 18,604 homeless persons in Orange County. In response to this problem, Orange County developed and contributes funding to the Continuum of Care. The Continuum of Care is a housing and service delivery system for the homeless. The Orange County Community Forum, the Orange County Leadership Cabinet, and the Orange County Department of Housing and Community Development share responsibility for planning and implementing this program.

Even with programs such as Continuum of Care, only 2,374 beds are available in homeless shelters. Based on the Consolidated Plan estimate, an unmet need exists for up to 16,230 additional beds.

In response to the continuing need for additional facilities for the homeless, the County of Orange through the Continuum of Care Community Forum has established the following goals:

- Secure Continuum of Care Homeless Assistance grant funds from the Department of Housing and Urban Development;
- Identify and coordinate additional resources to address gaps in components of the regional Continuum of Care that are not eligible for Continuum of Care grant funding;
- Ensure project sponsors implement activities within time frames;
- Provide outreach and assessment and prevention services for individuals and families, and connect families to appropriate facilities and services;
- Provide emergency shelter facilities and programs that serve as a safe and decent alternative to living on the streets;
- Create a minimum of 60 new transitional housing beds County-wide;
- Provide a minimum of 59 new permanent supportive housing units for homeless persons with special needs as the last step toward self-sufficiency in the Continuum of Care system;

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- Create a minimum of 946 service slots County-wide for homeless populations identified with priority needs;
- Ensure the community-based method devised to create the Continuum of Care system is sustained beyond the application process, and to provide services in a manner sensitive to cultural diversity among Orange County homeless;
- Increase technical assistance for Continuum of Care Homeless Assistance Grant project sponsors to ensure appropriate implementation of projects, timely use of federal funds, submission of Department of Housing and Urban Development annual performance reports, increased resource leveraging, and coordination with mainstream resources;
- Improve regional coordination of services to minimize duplication and facilitate better utilization of resources;
- Provide grassroots advocacy efforts to ensure additional resources are targeted to fill gaps in the system of care and to effect systematic change to overcome barriers to shelter/housing development.

Large Families

Large family households may require special consideration because of their need for larger dwellings with four or more bedrooms to avoid overcrowding. Family households with five or more persons, however, often face additional limitations because of a lower family per capita income.

According to the 2000 Census, the City of Laguna Woods has an average household size of 1.4 persons and an average family household size of 2.06 persons. Large families, therefore, do not represent an unmet housing need in the City.

Disabled Persons

Access and affordability are two major housing needs of disabled persons. Access is particularly important for the physically disabled. Physically disabled persons often require specially designed dwelling units to permit access within the units, as well as to and from the unit. California Administrative Code Title 24 establishes requirements for access and adaptability for the physically handicapped including access

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ramps, larger door widths, and restroom modifications. These regulations apply to new construction including apartment housing containing five or more units.

The disabled also have special needs with regard to location. They need to be located near public facilities, especially public transportation that provides service to those who rely on it. According to the University of California, Irvine "On-Going Survey of Leisure World", there are approximately 3,300 residents in the City of Laguna Woods with mobility or self-care limitations.

Farm Workers

Farm workers have special housing needs coincident with low wages and the itinerant nature of their work. No relevant data from the 2000 Census is available as of this writing; however, given the demographic composition of the City of Laguna Woods, it is unlikely that any farm workers or their families live in the City.

At Risk Units

State Housing Law requires an inventory and analysis of government-assisted dwellings units eligible for conversion from lower-income housing to market rate housing during the next ten years. Reasons for this conversion may include expiration of subsidies, mortgage prepayments or pay-offs, and concurrent expiration of affordability restrictions.

A review of the assisted housing inventory maintained by the United States Department of Housing and Urban Development indicate that no assisted units subject to expiration of affordability restrictions are located within the City of Laguna Woods. Consequently, no analysis of costs and programs for preserving such units is required.

G. Constraints to Development of Affordable Housing

Governmental Constraints

This section of the Housing Element addresses actual and potential City governmental constraints on development of housing for all income

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levels. Such constraints may include land use controls (zoning), minimum required site improvements, fees and local processing procedures.

State-mandated programs and standards, including the California Codes relating to building and safety standards, typically allow very limited local discretion in adopting and implementing provisions less restrictive than the State models. An analysis of State-mandated programs that may constrain housing development is included.

General Plan

Every city in California must prepare and adopt a General Plan that serves as the blueprint for its future physical development establishing policy guidelines for all development within a city. The Land Use Element of the General Plan identifies the location, distribution and density of land uses in the City. The City's zoning code is a primary tool for implementing the General Plan. The zoning code establishes more specific standards for development than the General Plan including those governing the uses of buildings and the conditions subject to which buildings may be occupied, and the overall sizes of buildings.

The City of Laguna Woods' General Plan includes six (6) land use designations: Urban Activities Center, Commercial, Low-Density Residential, Medium Density Residential, High-Density Residential, and Open Space. Residential densities anticipated in the General Plan and to be implemented through the Zoning Ordinance are expressed as maximum numbers of dwelling units permitted per acre. Table H-15 identifies the City's residential categories and corresponding unit densities

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Table H - 15: Residential Land Use Categories

Designation	Description	Max Density
Low Density Residential	Allows for the development of low-density detached and attached single-family and multi-family developments.	Fewer than 10 du/ac
Medium Density Residential	Allows for the development of medium density attached single-family dwellings as well as multi-family dwellings from 10-13 dwelling units per acre.	10-13 du/ac
High Density Residential	Allows for the development of the highest density attached single-family and multi-family dwellings. This designation will permit the construction of as many as 35 dwelling units per acre.	13-35 du/ac

Source: City of City of Laguna Woods General Plan, Land Use Element

Density is a critical factor in development of affordable housing. Low-density developments typically increase the cost of construction per unit. Higher density developments may reduce the land costs per unit and facilitate economies of scale in the construction of affordable units. Density bonuses offered by cities through zoning ordinances, consistent with State mandate, reduce the land costs per unit in return for affordability covenants on a specified number of the units.

Affordability is typically correlated with permitted density of development. The State Housing and Community Development Department has established the following criteria for maintaining affordability as a function of permissible unit densities:

- Very Low income – minimum 25 units per acre
- Low income – minimum 18 units per acre
- Moderate income – minimum 8 units per acre

The City's High-Density Residential designation (13-35 du/ac) provides the opportunity for affordable housing development consistent with these criteria.

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Zoning Code

At the time of this writing, the Zoning Code for the City of Laguna Woods is derived from the Rossmoor Leisure World Planned Community zoning text of the Orange County Zoning Ordinance. The Zoning Code includes eight planning areas with corresponding land use and development standards. Consistent with this Planned Community zoning, the Leisure World community encompasses the vast majority of residentially designated land and includes near the maximum number of units sanctioned by this zoning.

The Zoning Code includes limits on building density, height, and lot coverage, as well as the minimum requirements for on-site parking. Each municipality has significantly more control over land use and development standards such as these than, for example, over State-mandated minimum standards for building construction. Differences in development standards can affect the relative affordability of dwellings among adjoining communities. As such, representative development standards for the City of Laguna Woods are compared and contrasted with those of nearby cities as indicated in Table H-16.

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Table H - 16: Selected High-Density Zoning Standards

	City of Laguna Woods	Lake Forest	Laguna Hills	Laguna Niguel
Density	35 du/ac	43 du/ac	30 du/ac	Case-by-case with use permit
Lot Coverage	50%	Case-by- case with use permit	40%	Case-by-case with use permit
Parking	1.5 spaces/1 BR unit; One space must be covered	1 space per unit + 0.2 space guest parking	1.5 spaces/1 BR unit; 2.5 spaces/ 2BR unit + 0.2 space guest parking. One space must be covered	1.5 spaces/1BR unit; 2.5 spaces/2 BR unit. One space must be covered
Permit Required	Use Permit	Use Permit	Site Development Permit	Use Permit
Source: City Planning Departments				

The data in the Table H-16 indicates that development standards for high-density residential developments in the City of Laguna Woods are consistent with those of nearby communities and with the general density guidelines for affordable housing of the State Department of Housing and Community Development.

Building Codes and Enforcement

Building codes regulate new construction, alteration, and reconstruction of buildings and are intended to protect occupants from unnecessary risk of fire, structural collapse, unsanitary conditions, and injury or loss of life. The City of Laguna Woods has adopted and enforces the California Codes including the 1997 editions of the California Building Code (Uniform Building Code as amended) and the Uniform Plumbing, Uniform Mechanical, Uniform Housing, and Uniform Administrative Codes as well as the National Electrical Code and Uniform Fire Code as enforced by the Orange County Fire Authority.

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These Codes establish minimum construction standards for all residential buildings. Cities can adopt stricter standards, but may not impose less restrictive standards except in very limited circumstances after making mandatory findings for review and approval at the State level. Thus, the City is precluded from revising its allied Building Codes as a means of reducing construction costs.

Title 24 of the California Administrative Code mandates uniform energy conservation standards for new construction. Minimum energy conservation standards implemented through Title 24 may increase initial construction costs throughout the State, but reduce operating expenses and expenditure of natural resources over the long run.

Developer Fees and Exactions

Developer fees and exactions may be imposed on new development as a means to minimizing impacts on existing infrastructure and enabling required upgrades of infrastructure consistent with demands of the new development. State law requires that these fees be reasonably related to the mitigation of the identified impact, and that they be proportionate to the extent of impact associated with any given development project. These fees and exactions may add significantly to cost of a housing unit.

Fees and exactions levied on new development in the City of Laguna Woods include those for the Moulton Parkway and Laguna Niguel thoroughfare, the San Joaquin Hills and Eastern Transportation Corridors, the Saddleback Valley Unified School District, and the Laguna Beach Unified School District (Table H-17). In each case, the fees imposed on development in the City of Laguna Woods are outside the control of, and cannot unilaterally be waived by, the City.

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Table H - 17: Comparison of Development Fees

	City of Laguna Woods	Lake Forest	Laguna Hills	Laguna Niguel
School District	\$2.05 per square foot	\$2.05 per square foot	\$2.05 per square foot	\$2.63 per square foot
SJHTC ¹				
- Multi-family A	\$2,081	N/A	\$2,027	\$2,081
- Multi-family B	\$1,616		\$1,574	
FETC ²				
- Multi-family A	\$2,285	\$2,285	\$2,285	N/A
- Multi-family B	\$1,657	\$1,657	\$1,621	
Library	None	\$213	None	\$197-\$210
Fire Station	None	\$63	None	\$66-\$240
Traffic Signal	\$112-\$207	\$519-\$672	\$207	\$112-\$207
Road Improvement	\$604-\$1371	\$3707-5089	\$604-\$1,371	\$604-\$1371
Total ³	\$4,990	\$7,266	\$2,877	\$3,584
¹ San Joaquin Hills Transportation Corridor				
² Foothill/Eastern Transportation Corridor				
³ Average total cost per unit. Does not include the school district fee				
Source: City Planning Departments				

Development Entitlement Processing

Development entitlement processing fees levied by cities for reviewing development applications may vary significantly from one to another although, by State law, such fees are to reflect the actual costs incurred by the city in carrying out this function. The time allotted for processing each entitlement may also vary from city to city and can significantly affect the carrying costs of the developer i.e. land purchase option payments, legal fees, interest on pre-development loans, etc.

Table H-18 identifies the various types of discretionary applications and a comparison of fees in the City of Laguna Woods and surrounding jurisdictions. As the table indicates, the planning processing fees are comparable in each of the cities surveyed.

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Table H - 18: Comparison of Permit Processing Fees

Jurisdiction	General Plan Amendment	Zone Change	Parcel Map	Variance
Lake Forest	\$6,500*	\$5,500*	\$5,000*	\$5,500*
Laguna Hills	\$3,000*	\$3,000*	\$2,500*	\$2,500*
Laguna Niguel	\$5,000*	\$5,000*	\$980 (Review fee) + \$ 2,080 Filing Fee	\$3,800*
Laguna Beach	\$1,210*	\$1,210*	\$690 + \$275/lot	\$180*
City of Laguna Woods	\$5,000*	\$2,000*	\$2,000*	\$2,000*
Orange County	\$5,000*	\$2,000*	\$2,000*	\$1,500*
* Deposit Based Fees				
Source: City / County Planning Departments				

Note that the most costly discretionary applications, for General Plan Amendments, will not be a factor in affordable housing development in the City of Laguna Woods. The Land Use Plan of the General Plan includes a land use designation change and directs a zone change for property needed to accommodate future construction of affordable housing.

The time required to process a development entitlement application could have significant cost implications for affordable housing. Changes in zoning designations or standards may be typical of entitlement requests accompanying proposals for affordable housing. In the City of

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Laguna Woods, zone change requests can be accommodated in as few as 60 days if no environmental impact report is required. This timeframe reflects the minimum time necessary to prepare an application for final legislative action consistent with State planning and zoning and environmental statutes. This 60-day average is appreciably shorter than processing time incurred in comparable cities.

Conditional use permits and subdivision parcel maps typically can be approved in six to eight weeks, provided an environmental impact report is not required. Decisions of the City Council, acting as Planning Commission, on parcel maps and conditional use permits are final.

Any entitlement applications necessitating environmental impact reports are processed in compliance with the shortest periods allowed for review and final action consistent with the California Environmental Quality Act and the Permit Streamlining Act.

Based on this review, there is no indication that the timeframe for processing of discretionary development applications is a hindrance to development of affordable housing in the City of Laguna Woods.

Non-Governmental Constraints

Infill Development Potential

The vast majority of the residential property in the City of Laguna Woods is within the gated Leisure World community. This community is built-out consistent with the Rossmore Leisure World Planned Community zoning administered by the County of Orange prior to incorporation of the City. Any proposal for adding residential units within the boundaries of any of the three existing mutuals would require a vote of unit owners to revise the respective governing documents to accommodate such a proposal. Because of the legal and administrative costs involved, residential infill development within Leisure World is unlikely.

The commercial areas within the City of Laguna Woods were developed within the previous thirty years and are generally well maintained, and remain economically and functionally viable. These properties also house the sales tax generators which support City services that are

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uniquely suited to the special needs of the majority seniors population. No opportunities for conversion of commercial space to residential use have been identified.

Market Impacts on Development Costs

Growing market demand for housing coupled with diminishing supplies of undeveloped acreage significantly constrains the ability of south Orange County cities to accommodate affordable housing. The price of land reflects this situation.

At the time of this writing only one vacant parcel zoned and suitable for development remains in the City of Laguna Woods. No recent land sales have been recorded. Comparable land sales for the City of Laguna Woods, therefore, are unavailable. Any land valuation effort will include and be derived from comparable sales in surrounding cities. Without significant differences in the physical environments, land costs in the City of Laguna Woods are assumed to be comparable with those in surrounding areas. It is assumed, therefore, that any land made available for development will be valued so as to be no more or no less of a detriment to development of affordable housing than in other non-coastal areas of south Orange County.

Given the relatively high proportion of land costs to total development costs, density increases are one option for facilitating construction of affordable housing. Density increases effectively reduce land costs on a per unit basis and may be accompanied by restrictive covenants so as to reserve a proportion of the units for low and very-low income residents.

Consistent with Section 65915 of the California Government Code, the City of Laguna Woods permits an increase in density by a factor of 1.25 or such other reduction in minimum development standards necessary to achieve comparable, identifiable cost reductions. In exchange, the developer covenants to maintain at least ten (10) percent of the units for very low-income households, or fifty (50) percent for low-income households for a period of not less than thirty years.

Construction Costs

Construction costs include the expense of building materials and labor. However, cost is also influenced by market demand and market-based

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changes in cost of materials. The cost depends on the type of construction and the quality of the product being produced.

Cost factors (per square foot) are used to estimate building costs of new housing in two general classes, one for “average” construction and the other for “good” construction. The City of Laguna Woods has adopted building valuations as approved by the International Conference of Building Officials (ICBO) in April 2001 that are believed to be a general indicator of overall housing construction costs. The valuations for residential development are as follows:

Apartment Houses

Masonry: \$71.00 average; \$87.00 good

Wood Frame: \$62.60 average; \$80.40 good

Single Family Dwellings

Masonry: \$74.20 average; \$95.00 good

Wood Frame: \$66.00 average; \$90.60 good

In addition to the cost of materials, labor costs can affect the total cost of construction. The cost of labor is based on a number of factors including housing demand, number of contractors in the area, and whether or not laborers belong to a union. Labor costs may represent two to three times the cost of materials.

Construction costs can account for 35%– 45% of total housing costs. Rising construction costs also impact the ability of homeowners or landlords to provide needed rehabilitation of substandard residential units.

The construction cost of housing affects the affordability of new housing and can be a constraint to the creation of affordable housing in the City. One way to reduce construction costs is to reduce the level of physical amenities.

Cities may revise existing development standards to reduce or eliminate requirements for enclosed parking spaces as a means to lowering construction costs. Local building departments have the authority to approve the use of a lower quality material and/or less costly

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construction method deemed to be satisfactory and at least equivalent to the applicable State building codes.

Energy Conservation Opportunities

The City of Laguna Woods enforces provisions of Title 24 of the California Administrative Code that require energy conservation in new residences. Standards in Title 24 may result in energy savings of approximately 50% over residential construction practices utilized prior to the Title 24 enactment.

The City of Laguna Woods Building Department is aware of energy conserving design innovations and solar technology. The department utilizes the Solar Systems Code Review Manual and its companion document, the Pool and Spa Solar Systems Code Review Manual, published by the International Conference of Building Officials (ICBO), to facilitate installation of appropriate solar systems.

Under existing State law (the California Resources Code), local jurisdictions may adopt structural energy conservation standards stricter than existing State standards. Such an increase in standards may have less of an impact in areas with moderate climates such as that in the City of Laguna Woods. Additionally, increases in conservation standards generally increase housing costs, thereby exacerbating the existing housing affordability situation.

One area of concern in the City of Laguna Woods is the cost of electricity, especially as a source of space heating. Because all dwelling units in the Leisure World community have electric heating, all means of reducing the impact of high electric bills through conservation and opportunities for conversion to more efficient heating methods should be considered. Reductions in costs of space heating could appreciably reduce housing-related costs for low-income residents. The City may play a lead role in spearheading a search for alternatives including solar-generated heat and power.

Financing

Financing costs are not subject to local influence. Control of interest rates is determined by national policies and economic conditions. Interest rates

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directly influence the purchasing power of homebuyers and the cost of home construction through construction loans. Currently, interest rates are at relatively low historic levels, enabling many households to purchase a home. The availability and cost of capital required for pre-development costs for new housing such as land purchase option money and project design and entitlement processing remain a deterrent to development of affordable multiple-family housing.

Table H - 19: Undeveloped Residential Sites

Site	General Plan Designation	Dwelling Unit Capacity	Estimated Buildable Acres	Density (du/acre)	Potential Units with Density Bonus
Moulton/ Santa Maria	HDR	115	3.3	35	143

Notes: HDR= High Density Residential

Source: The City of Laguna Woods Planning Department

H. Housing Resources

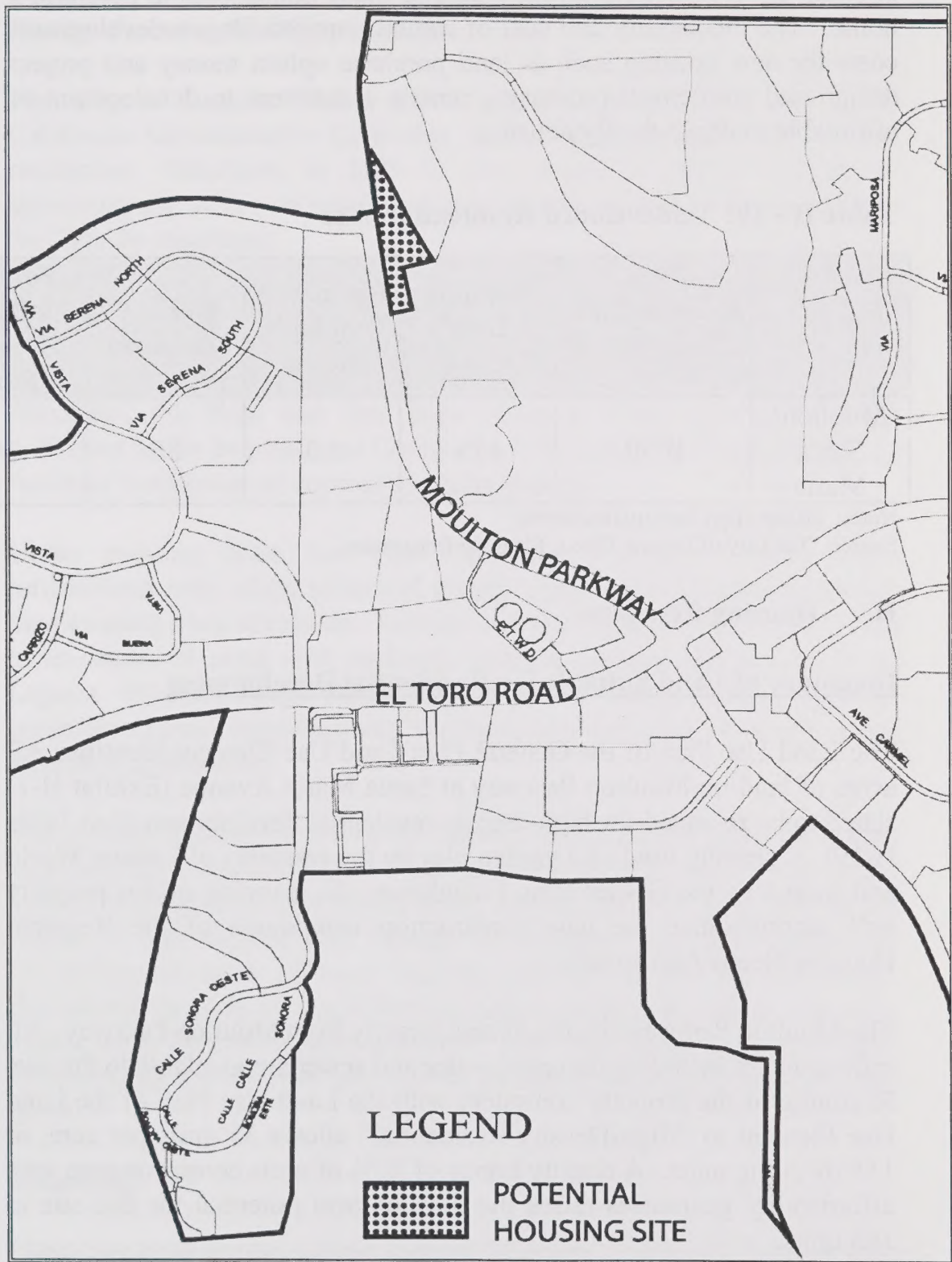
Inventory of Land Suitable for Residential Development

The Land Use Plan of the General Plan Land Use Element identifies 3.3 acres of land on Moulton Parkway at Santa Maria Avenue (Exhibit H-1) slated to be re-zoned for high-density residential development (See Table H-19). Currently used as a garden plot by the residents of Leisure World and owned by the Golden Rain Foundation, the rezoning of this property will accommodate the new construction component of the Regional Housing Needs Assessment.

The Moulton Parkway site has access directly from Moulton Parkway. All infrastructure including domestic water and sewer are available to the site. Rezoning of the property consistent with the Land Use Plan of the Land Use Element to “High-Density Residential” allows 35 units per acre, or 115 dwelling units. A density bonus of 25% of units commensurate with affordability guarantees raises the development potential for this site to 143 units.

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Exhibit H - 1: Potential Housing Site



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Housing Programs

Various federal and state programs are designed to promote development of housing for low and very low-income households and for persons with special needs. Programs that may be of use in the City of Laguna Woods are listed below.

Federal Programs

- ***Community Development Block Grant Program (CDBG)*** – This program is intended to enhance and preserve the City's affordable housing stock. Funds are awarded to the City on a formula basis for housing activities. Eligible activities include acquisition, rehabilitation, economic development, and public services. CDBG grants benefit primarily households with incomes not exceeding 80% of the County median family income.
- ***Section 8 Rental Assistance Program*** – This program provides rental assistance payments to owners of private market rate units on behalf of very-low income tenants.
- ***Section 811/202 Program*** – Non-profit organizations and consumer cooperatives are eligible to receive no interest capital advances from HUD for the construction of very-low income rental housing for senior citizens and disabled persons. Project-based assistance is also provided in conjunction with this program. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities. Eligible activities include acquisition, rehabilitation, new construction, and rental assistance.

State Programs

- ***California Housing Finance Agency (CHFA) Multiple Rental Housing Programs*** – This program provides below market-rate financing to builders and developers of multiple-family and elderly rental housing. Tax-exempt bonds provide below market mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20-150 units.

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- ***Low Income Housing Tax Credit (LIHTC)*** – LIHTC provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to corporations and people with high tax liability and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition.
- ***California Community Reinvestment Corporation (CCRC)*** – This private, non-profit mortgage-banking consortium provides long-term debt financing for affordable multi-family rental housing. Eligible activities include new construction, rehabilitation, and acquisition.

I. Review of Previous Housing Element

State law requires that each Housing Element include a review of the progress made toward achieving the affordable housing goals of the previous Housing Element, and of the effectiveness and appropriateness of those previously adopted objectives. This Housing Element is the first prepared for the City of Laguna Woods since the City's incorporation in 1999 and, therefore, no previous Element review is included.

J. Data Sources

Various sources of information are consulted in preparing the Housing Element. The 1990 and 2000 U.S. Census provides the basis for population and household characteristics. The following sources of information have been used to supplement and update information contained in the 2000 U.S. Census:

- Population and demographic data from the State Department of Finance.
- Housing market information, such as home sales, rents and vacancies, as updated by City surveys and property tax assessor files.

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- Local and County public and nonprofit agency information on special needs populations, available services, and systemic failures.
- Housing condition information provided by the City of Laguna Woods.
- Orange County Progress Report (2000) demographic information.
- Professional Community Management
- Golden Rain Foundation

CIRCULATION ELEMENT

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CIRCULATION ELEMENT

I. INTRODUCTION

The Circulation Element, one of the seven elements of the City of Laguna Woods General Plan, guides development of the transportation system to support existing development and planned growth in the City. The Circulation Element is required by California Law (Government Code Section 65302) and must include the general location and extent of existing and proposed thoroughfares, transportation routes and terminals, all correlated with the Land Use Element of the General Plan. State law also requires that the Circulation Element address public utilities. The City of Laguna Woods General Plan contains a Circulation Sub-element that discusses utilities.

The Circulation Element serves as a guide to community leaders for future development of improvements to the transportation system in response to community needs and future growth in the City.

The Circulation Element is organized into two sections:

Policy Document

The Policy Document defines the Circulation Plan for future development in the City of Laguna Woods. The plan includes policies and plans for streets and highways, for transit, and for bicycle, pedestrian, and multi-purpose trails.

The Policy Document is based on a series of qualitative statements reflecting community values. These statements, or Objectives, are the starting point and guide to formulating the Circulation Plan. The Objectives reflect input from those who live and work in the City of Laguna Woods about the kinds of improvements to the transportation system that will be accepted as positive change.

Policies in the General Plan direct future courses of action for achieving Objectives. Policies are sufficiently flexible to allow for alternate courses of action. This is particularly important as circumstances may change during the estimated fifteen-year lifespan of the General Plan.

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Implementation Measures are specific actions to be taken toward achieving the Circulation Plan. Implementation Measures establish the work program for meeting Objectives of the General Plan.

Capital improvements and municipal services decisions will be the principal means available to the City as Implementation Measures for the Circulation Element.

Background Report

The Background Report provides information about the City of Laguna Woods at the time the General Plan was prepared. Quantitative data about existing transportation facilities and operating conditions reflect research by professional planners responsible for preparing the General Plan.

Planners conducted public workshops using results of their research to inform and elicit responses from community members about the future of the City of Laguna Woods and the General Plan. The Background Report is the product of analysis and interpretation of technical data and public input by the planners and provides the foundation for the Circulation Element.

The Background Report identifies the existing characteristics of the different components of the transportation system, as well as identifying key transportation issues.

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II. POLICY DOCUMENT

The Circulation Element identifies objectives, policies and implementation measures which affect the transportation system and provide guidance for future transportation improvements within the City. The Circulation Element contains three components:

- Roadway Plan
- Transit Plan
- Bicycle, Pedestrian, and Alternative Circulation Plan.

Together, these three components provide a balanced, multi-modal transportation system to maintain and improve safe and convenient mobility within the City.

A. County Plans and Programs

County of Orange Master Plan of Arterial Highways (MPAH)

The MPAH defines the arterial system in the Circulation Element of the Orange County General Plan. This system, which is the planned future roadway system in the County, incorporates several specific arterial roadway classifications. The Circulation Elements of cities within the County are expected to be consistent with the MPAH in order to be eligible for funding improvements on MPAH roadways.

County of Orange Measure M Growth Management Program

Measure M, approved in 1990 by the voters in the County, authorized the collection of a one-half percent sales tax to fund needed transportation improvements in the County. In order to be eligible to receive funds, cities must satisfy a number of requirements, including adopting a Circulation Element that is consistent with the County's MPAH, adopting a Growth Management Plan, and adopting a seven-year capital improvement program to include transportation projects funded by Measure M.

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County of Orange Congestion Management Plan (CMP)

Proposition 111, approved by voters in the State of California in 1990, requires urbanized areas such as Orange County to adopt and implement a Congestion Management Plan (CMP). The intent of the CMP is to reduce traffic congestion and provide for coordination between land use development and transportation improvements. In Orange County, the Orange County Transportation Authority (OCTA) administers the CMP, which was last updated in 1999.

B. Roadways

1. Classifications

Like the City's built environment, the road system is virtually built out. A hierarchy of roadway types that are differentiated by function, size, and capacity defines the surface roadway system in City of Laguna Woods. The following roadway classifications are defined in the Roadway Plan:

Major Arterial

A major arterial highway is a six-lane divided roadway, with a typical right-of-way width of 120 feet, and a roadway width from curb-to-curb, including a 14-foot median, of 102 feet (Exhibit C-II-1) with no on-street parking allowed. A major arterial is designed to accommodate up to 56,300 vehicle trips per day. Major arterials typically carry a heavy volume of traffic, a significant portion of which may be regional in nature.

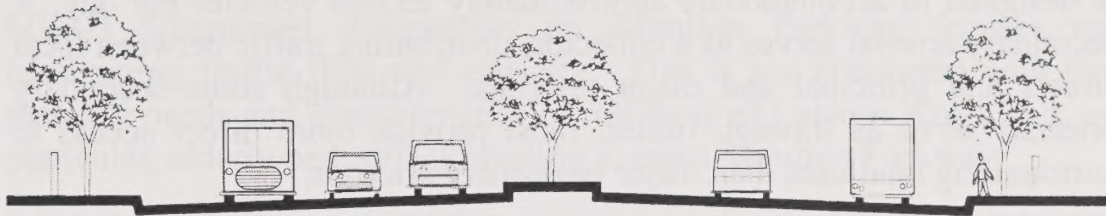
Primary Arterial

A primary arterial highway is a four-lane divided roadway, with a typical right-of-way width of 100 feet and a roadway width from curb to curb, including a 14-foot median, of 84 feet (Exhibit C-II-1). A primary arterial is designed to accommodate approximately 37,500 vehicles per day. The level of regional traffic will typically be less than that for a six-lane arterial, but primary arterials still form a component of the regional roadway network.

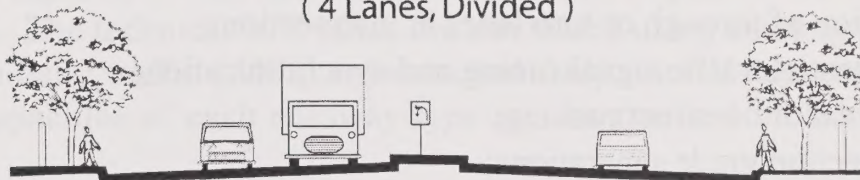
CIRCULATION ELEMENT

Exhibit C-II- 1: Roadway Cross-Sections

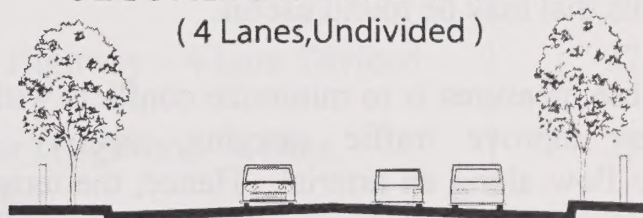
MAJOR ARTERIAL - 120' (6 Lanes, Divided)



PRIMARY ARTERIAL - 100' (4 Lanes, Divided)



SECONDARY ARTERIAL - 80' (4 Lanes, Undivided)



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Secondary Arterial

A secondary arterial highway is a four-lane undivided (no median) roadway, with a typical right-of-way width of 80 feet, and a roadway width from curb to curb of 64 feet (Exhibit C-II-1). A secondary arterial is designed to accommodate approximately 25,000 vehicles per day. A secondary arterial serves as a collector, distributing traffic between local streets and principal and major arterials. Although some secondary arterials serve as through routes, most provide more direct access to surrounding land uses than major or primary arterials.

Smartstreet Arterial

In addition to the arterial classifications, the Circulation Plan recognizes Smartstreet arterials with an enhanced traffic-carrying capacity. The augmentation in capacity may be achieved by a variety of measures:

- Addition of through or turn lanes at intersections;
- Preferential traffic signal timing and synchronization;
- Removal of on-street parking;
- Intersection grade separations;
- Grade separated turning movements;
- Access limitation – right turns only or no access (streets and/or driveways);
- Access consolidation;
- Frontage roads;
- Pedestrian grade separations; and
- Other elements that may be found useful.

The intent of these measures is to minimize conflicts with cross traffic. These measures improve traffic carrying capacity and facilitate improved traffic flow along an arterial. Hence, the terms “High Flow Arterial” or “Continuous Flow Boulevard” can also be used to describe a “Smartstreet.” This designation represents a roadway of a major or a principal arterial classification.

Exhibit C-II-1 shows schematic cross sections of each arterial roadway category. These represent desirable standards, although some variation in right-of-way width and specific roadway widths may occur in certain cases due to physical constraints, right-of-way limitations, or where preservation of community character dictates special treatment.

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These roadway designations and standards are consistent with those found in the County's Master Plan of Arterial Highways (MPAH). However, the goals of the MPAH are not necessarily consistent with some of the mobility goals of the City of Laguna Woods, given the special needs of the Leisure World Community. For example, the MPAH Smartstreet designation for Moulton Parkway focuses on maximizing traffic flow and capacity. This is not consistent with the mobility needs and characteristics of residents of Leisure World and, in particular, elderly pedestrians needing to cross Moulton Parkway.

2. Performance Standards

In order to gauge the operation of the roadway system, performance criteria must be defined. The most common method is to compare roadway traffic volumes to roadway capacity to develop volume/capacity (V/C) ratios, which are then expressed as levels of service. The technical V/C ratios are calculated using existing or future average daily traffic (ADT) volumes and daily arterial capacities. The daily capacities of each roadway type are summarized in Table C-II-1 below.

Table C-II- 1: Daily Traffic Capacities by Roadway Type

Arterial Type	Daily Traffic Volume Capacity
Major Highway – 6-Lane Divided	56,300
Primary Highway – 4-Lane Divided	37,500
Secondary Highway – 4-Lane Undivided	25,000

Traffic conditions are then expressed according to Level of Service (LOS), ranging from LOS "A" to LOS "F", depending on the V/C ratio. Traffic conditions thus range from LOS "A" which represents free flow conditions to LOS "F" which represents severe traffic congestion. Descriptions of traffic flow, along with the relevant range of V/C ratio values, for each level of service are shown in Table C-II-2. The City of Laguna Woods has established LOS D as the service standard for public roadways within the City. The LOS is determined by calculating V/C

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ratios using daily traffic volumes and the daily roadway capacities shown in Table C-II-1. Because of the generalized nature of ADT, these capacities are intended as general rather than absolute guidelines for estimating the LOS for the roadway system. Subsequent, more detailed evaluations of peak hour operating conditions at intersections will be carried out for individual development and/or improvement projects to supplement this General Plan analysis and address traffic conditions at specific localized intersections.

LOS D is a common standard adopted by many municipal jurisdictions. By comparison, the Orange County Growth Management Program (GMP) has also established LOS D (V/C ratio less than or equal to 0.90) as the standard of acceptable operating conditions, while the Congestion Management Plan (CMP) for Orange County specifies LOS E (V/C ratio less than or equal to 1.00) as the operating standard for CMP roadways on the CMP System.

Table C-II- 2: Descriptions for Roadway Levels of Service

Level of Service	V/C Value	Traffic Conditions
A	.00 - .60	Primarily free-flow operations at average travel speeds, usually about 90 percent of free flow speed. Vehicles can maneuver unimpeded within the traffic stream. Delay at signalized intersections is minimal.
B	.61 - .70	Reasonable unimpeded operations at average travel speeds, usually about 70 percent of the free flow speed. Ability to maneuver is only slightly restricted and delays at signalized intersections are not significant.
C	.71 - .80	Stable operations; however, ability to maneuver and change lanes in midblock locations may be more restricted. Longer queues, adverse signal coordination, or both may contribute to lower average speeds of about 50 percent of the free flow speed.
D	.81 - .90	Borders on a range in which small increases in flow may cause substantial increases in delay and decreases in travel speed. LOS D may be due to one or a combination of factors including adverse signal progression, inappropriate signal timing, high volumes, high signal density, and extensive delays at critical intersections.

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Level of Service	V/C Value	Traffic Conditions
E	.91 – 1.00	Characterized by significant delays and average travel speeds of 33 percent or less of the free flow speed. Such operations are caused by a combination of high volumes, high number of traffic signals, and lack of signal coordination, extensive delays at critical intersections, and inappropriate signal timing.
F	Above 1.00	Characterized by urban street flow at extremely low speeds, typically one third to one fourth of the free flow speed. Intersection congestion is likely at critical signalized locations, with high delay, high volumes, and extensive queuing.

Source: *Highway Capacity Manual 2000*, Transportation Research Board, Washington, D.C.

3. Circulation Plan

The Roadway Plan is shown in Exhibit C-II-2 and includes the locations and classifications of arterial roadways. This Plan does not differ from the current MPAH and is therefore consistent with the County's Plan. It does not involve any reclassification or widening of City streets beyond levels already identified in the County MPAH. Changes anticipated in the Roadway Plan consistent with the MPAH include:

- Improvement of Moulton Parkway to Smartstreet Arterial;
- El Toro Road, between Calle Corta and Aliso Creek Road – restripe southbound directions from two lanes to three lanes;
- El Toro Road, between Calle Corta and Calle Sonora – install raised median;
- Ridge Route Drive, between Moulton Parkway and Avenida de la Carlota – build additional two lanes and raised median.

In addition, there are four roadway improvement projects outside but immediately adjacent to the City that will affect circulation within the City of Laguna Woods. These are:

- The MPAH and the City of Irvine General Plan call for Ridge Route Drive to be extended northwesterly as a 4-lane undivided

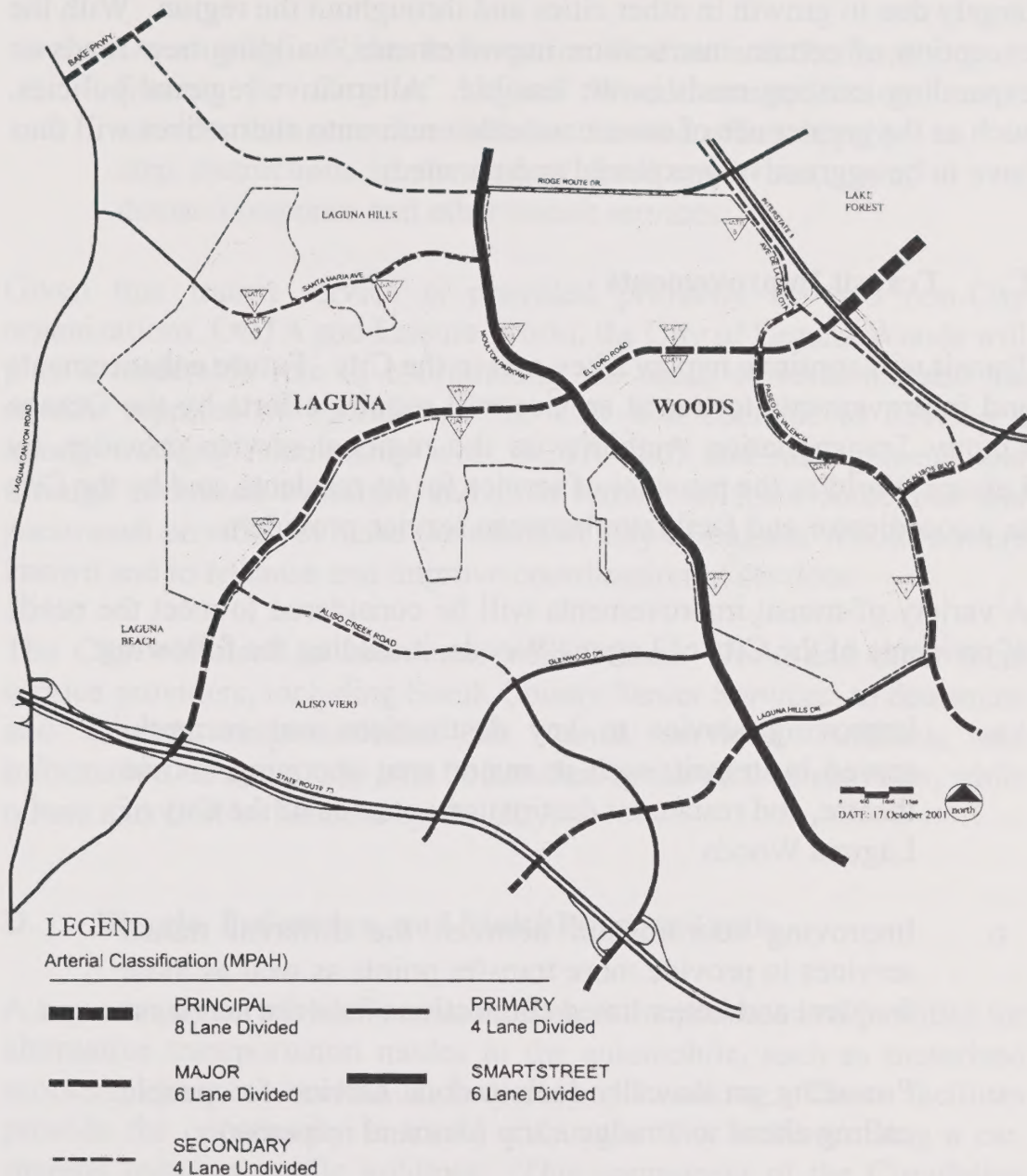
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Secondary Arterial from its current terminus at the western Laguna Hills City limit, to intersect with the westerly extension of Bake Parkway in the City of Irvine. Bake Parkway will then connect with Laguna Canyon Road;

- The MPAH, the City of Lake Forest General Plan, and the City of Laguna Hills General Plan call for a new I-5 overcrossing to connect Ridge Route Drive west of I-5 (in the Cities of Laguna Woods/Laguna Hills) to Ridge Route Drive east of I-5 (in Lake Forest);
- The MPAH calls for Santa Maria Avenue to be extended west as a 4-lane divided Primary Arterial from the current City of Laguna Woods City limit to connect to Laguna Canyon Road;
- The City of Laguna Hills will improve southbound Paseo de Valencia from Calle de la Plata to Laguna Hills Drive from two lanes to three lanes to match the northbound three lanes and meet the County MPAH requirements.

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Exhibit C-II- 2: Roadway Plan



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With the exception of these improvements, the City's street system is complete, with little if any ability to provide additional capacity. Future growth in traffic volumes on the City's arterial roadways will be very largely due to growth in other cities and throughout the region. With the exception of certain intersection improvements, building new roads or expanding existing roads is not feasible. Alternative regional policies, such as the greater use of transit and other non-auto alternatives will thus have to be aggressively explored and pursued.

C. Transit Improvements

Transit will continue to play a key role in the City. Future enhancements and improvements to transit service will require efforts by the Orange County Transportation Authority as the regional service provider, by Leisure World as the provider of service for its residents, and by the City as a coordinator and facilitator between service providers.

A variety of transit improvements will be considered to meet the needs of residents of the City of Laguna Woods, including the following:

- ❑ Improving service to key destinations not currently served by transit, such as major arts, shopping, movie theatre, and restaurant destinations outside of the City of Laguna Woods
- ❑ Improving coordination between the different transit services to provide more transfer points as well as more frequent and better timed connections between services
- ❑ Providing an on-call, door-to-door service for people calling ahead to arrange a trip (demand response)
- ❑ Making transit more accessible and convenient for City of Laguna Woods residents through improved transit information (better, clearer and easy-to-understand maps, guides and related information) and through personal guidance for trip making and travel planning
- ❑ Developing a Travel Training Program providing hands-

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on assistance and instruction to City of Laguna Woods residents on the use of fixed route buses and rail transportation

- Developing a Rider Information Hotline and Referral System for City of Laguna Woods transportation services that centralizes information and offers step-by-step instructions in the use of fixed route bus, train, demand response and other transit services.

Given that transit service is provided primarily by two non-City organizations, OCTA and Leisure World, the City of Laguna Woods will play a leadership role in coordinating the needs of residents and the service supplied by operators. The City will continue to develop a strong working relationship with OCTA staff and management, and through increased oversight and involvement in fixed route bus and paratransit services, to make the needs of City of Laguna Woods seniors known and to enhance and improve coordination of services.

The City will need to coordinate with Leisure World and other local service providers, including South County Senior Services, to determine and allocate responsibilities for transit services, facilities, and information, as some may best be handled by the service provider, while others may best be handled by the City.

D. Bicycle, Pedestrian, and Multi-Purpose Trails

A key component of the Circulation Plan is the provision of facilities for alternative transportation modes to the automobile, such as motorized scooters, electric wheelchairs, bicycles, and walking. These facilities provide the opportunity to travel within the City without using a car, thereby reducing traffic volumes. This component of the Circulation Element addresses provisions for bicycles, pedestrians, equestrians, and alternative vehicles by way of multi-purpose trails.

1. Bicycle Plan

The bicycle plan identifies a system of bicycle facilities that meet local needs, connect with facilities in adjacent cities, and are consistent with

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the County's Commuter Bikeways Strategic Plan, adopted in August 2001.

Two types of bicycle facilities are identified in the Bicycle Plan:

Class I Bikeway (Bicycle Path)

A Class I bicycle path is a paved facility that is physically separated from a roadway and designated for the use of bicyclists and pedestrians. Bicycle paths typically serve corridors not served by roadways, or where sufficient right-of-way exists parallel to a roadway.

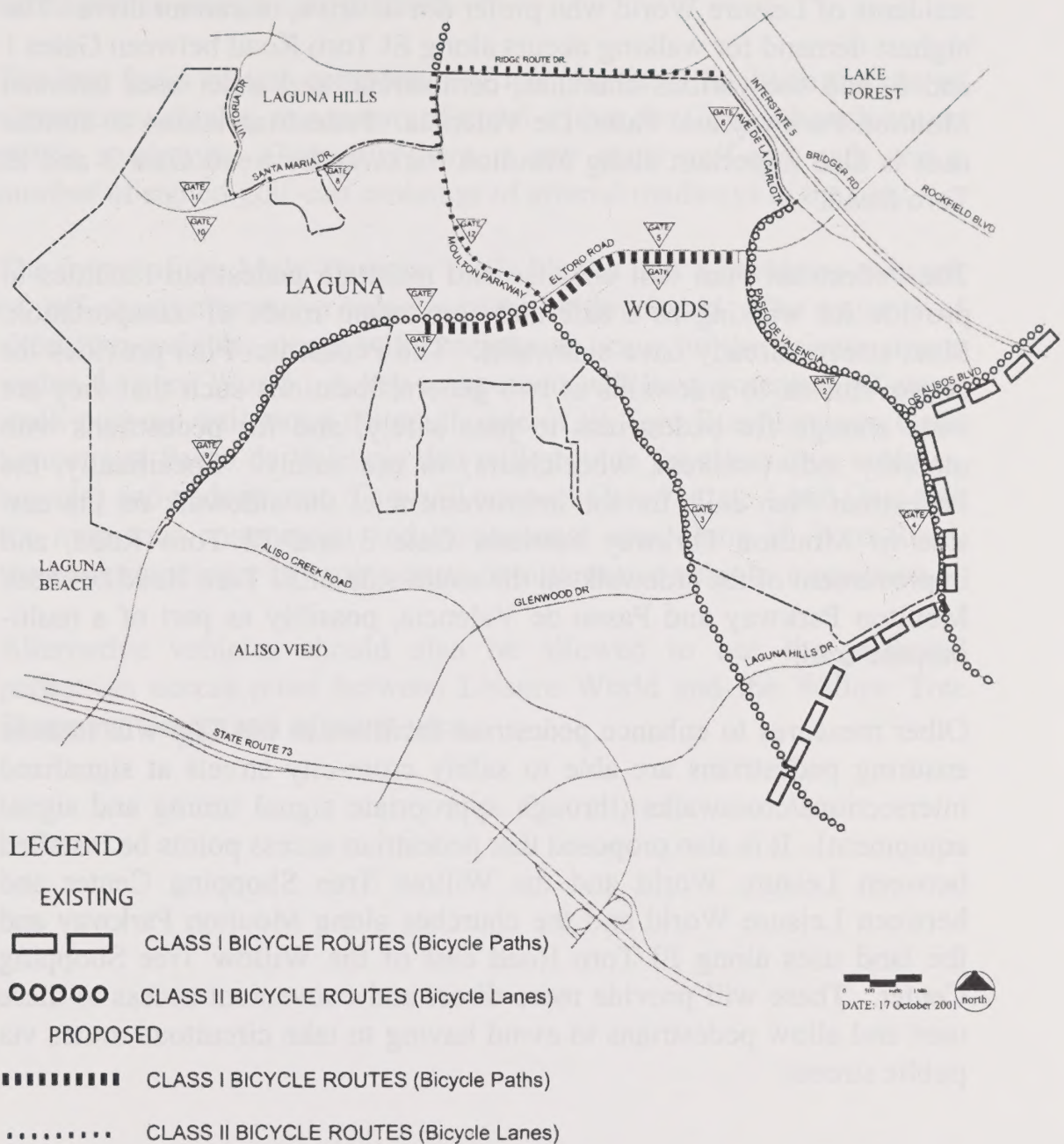
Class II Bikeway (Bicycle Lane)

A Class II bicycle lane is a striped lane on a roadway designated for use by bicycles. It is located along the edge of the paved roadway adjacent to the curb and outside of the vehicle travel lanes. Bicycle lanes should be a minimum of five feet wide and may typically be up to eight feet wide.

The Bicycle Plan, shown in Exhibit C-II-3, is based largely on Class II bicycle lanes on arterial roadways, many of which exist today. Class II bicycle lanes are proposed on Moulton Parkway between El Toro Road and Ridge Route Drive. An off-street multi-purpose trail is being considered along the south side of El Toro Road between Calle Sonora and Paseo De Valencia (see discussion below on multi-purpose trails). An existing Class I bicycle path adjacent to the City of Laguna Woods in the City of Laguna Hills is part of a regional "mountains-to-sea" bikeway which, when completed, will allow travel from the Cleveland National Forest to the ocean.

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Exhibit C-II- 3: Bicycle Plan



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2. Pedestrian Plan

Walking is an important transportation mode in the City, particularly for residents of Leisure World who prefer not to drive, or cannot drive. The highest demand for walking occurs along El Toro Road between Gates 1 and 5, and the various churches, commercial and other uses between Moulton Parkway and Paseo De Valencia. Pedestrian access to similar uses is also important along Moulton Parkway between Gate 3 and El Toro Road.

The Pedestrian Plan will enhance and maintain pedestrian facilities to provide for walking as a safe and convenient mode of transportation. Most streets already have sidewalks. The Pedestrian Plan provides for improvements to sidewalks at two general locations such that they are wide enough for pedestrians to pass safely, and for pedestrians with mobility aids (walkers, wheelchairs) to use safely. Specifically, the Pedestrian Plan calls for the improvement of the sidewalk on the east side of Moulton Parkway between Gate 3 and El Toro Road, and improvement of the sidewalk on the south side of El Toro Road between Moulton Parkway and Paseo de Valencia, possibly as part of a multi-purpose trail.

Other measures to enhance pedestrian facilities in the City will include ensuring pedestrians are able to safely cross-city streets at signalized intersections/crosswalks (through appropriate signal timing and signal equipment). It is also proposed that pedestrian access points be installed between Leisure World and the Willow Tree Shopping Center and between Leisure World and the churches along Moulton Parkway and the land uses along El Toro Road east of the Willow Tree Shopping Center. These will provide more direct and convenient access to these uses and allow pedestrians to avoid having to take circuitous routes via public streets.

3. Multi-Purpose Trails Plan

Multi-purpose trails are off-street routes that may provide for some combination of pedestrians, bicycles, horses and/or alternative vehicles including motorized scooters, electric wheelchairs, and golf carts. Horse trails are typically unpaved while trails for pedestrians, bicycles, golf carts, and other alternative vehicles are typically paved. The Multi-Purpose Trails Plan shown in Exhibit C-II-4 identifies the planned trails

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in the City that will accommodate some combination of various modes of travel and recreational use. The horse trail system as shown currently exists and no changes are planned.

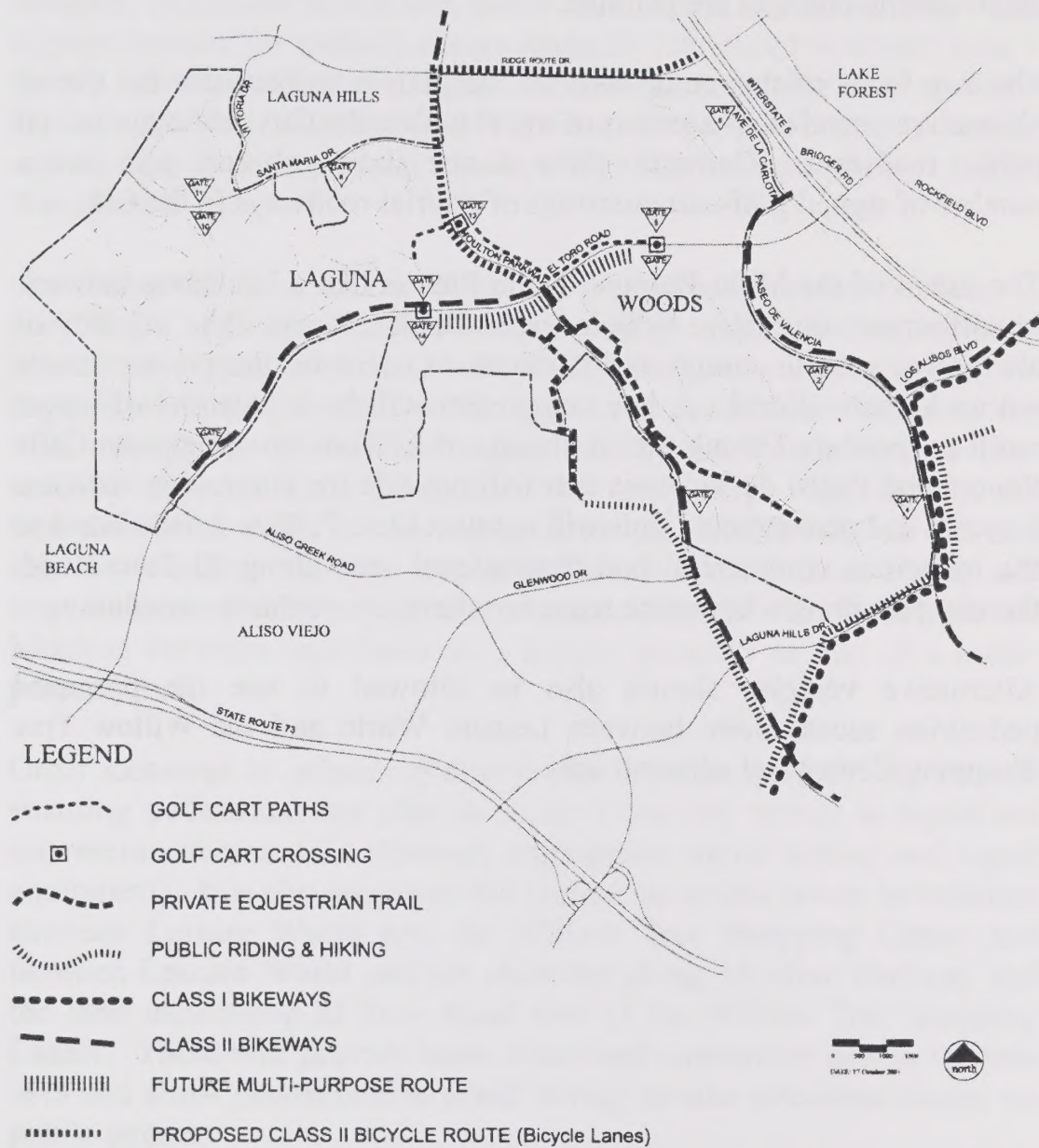
The key focus of this component of the plan is to facilitate the use of alternative vehicles as a means of travel within the City, although not on public roadways. Currently there is one short golf-cart path and a number of signed golf-cart crossings of arterial roadways in the City.

The intent of the Multi-Purpose Trails Plan is that a backbone network of (off-street) alternative vehicle paths be developed. The majority of alternative vehicle usage will continue to occur on the private streets within Leisure World. A key component will be a potential off-street multi-purpose trail along the south side of El Toro Road between Calle Sonora and Paseo de Valencia that will provide for alternative vehicles, bicycles and pedestrians. This will connect Gate 7, Gate 1 and Gate 5 to the numerous commercial and institutional uses along El Toro Road, thereby providing a key spine route for alternative vehicle circulation.

Alternative vehicles should also be allowed to use the proposed pedestrian access point between Leisure World and the Willow Tree Shopping Center and adjacent uses.

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Exhibit C-II- 4: Multi-Purpose Trails Plan



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E. Objectives, Policies, and Implementation Measures

Policies in this section suggest courses of action for seizing opportunities that will move the City toward achieving Objectives set forth in the Circulation Element consistent with the overall development scenario of the General Plan.

Implementation Measures are specific actions to be taken to achieve Objectives. They are specific, discreet steps that may be included in the City's work programs consistent with adoption of annual municipal budgets. Implementation Measures typically involve capital improvement and public services programs.

Objective I: Improve and expand transportation options within the City and to destinations outside the City.

Policy I.A: Maintain and enhance an integrated vehicular circulation network to accommodate local needs and land uses.

Implementation Measure:

I.A.1 Monitor arterial roadways and intersections within the City with the goal of maintaining Level of Service (LOS) D on roadway segments and at intersections.

I.A.2 The City shall develop a Traffic Impact Analysis Procedures Manual to guide the conduct of traffic studies. The Manual shall define procedures for analyzing proposed development traffic impacts on roadways both within and outside the City, for determining appropriate and effective mitigation measures, and for establishing procedures ensuring that new development pays at least its fair and proportionate share of required mitigation measures. The Manual shall identify the types and sizes of

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projects requiring a traffic impact analysis, and a process for preparing the analysis, including analysis methodologies, and development of significance criteria consistent with level of service performance criteria identified in the Circulation Element. The Manual shall also identify procedures for analyzing land development within the Urban Activities Center to ensure that overall trip generation totals identified in the General Plan are not exceeded, and that General Plan roadway standards continue to be met. The Manual shall include methods to ensure consistency with the requirements of the County of Orange Congestion Management Plan and the Growth Management Plan.

I.A.3 Define on-site and off-site circulation infrastructure improvements necessary to mitigate impacts of new development.

I.A.4 Work with the Orange County Transportation Authority and the County of Orange in phased implementation of Master Plan of Arterial Highways to meet the particular needs of the City.

Policy I.B: Develop strong working relationships with management and staff of the Orange County Transportation Authority (OCTA), Leisure World Transportation, South County Senior Services, and other appropriate agencies to highlight the transit needs of City of Laguna Woods residents, including the special needs of seniors, and to enhance and coordinate transit services in the City.

Implementation Measure:

I.B.1 Support the provision of safe and efficient intercity and intracity public transportation for residents and workers in the City of Laguna Woods.

I.B.2 Encourage the use of public transportation.

I.B.3 Explore funding sources for the operation,

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- maintenance and improvement of local transit services, including bus shelter and transfer point amenities.
- I.B.4 Increase staff involvement in oversight of fixed route bus and paratransit services.
- I.B.5 Work with the Orange County Transportation Authority (OCTA) and Leisure World Transportation to coordinate bus service schedules to minimize wait time for fixed route service.
- I.B.6 Promote future service extensions to popular destinations outside the City.
- I.B.7 Promote driver sensitivity training that extends to operation of wheelchair lifts and tiedowns, bus stop announcements, and understanding the needs of individuals with mobility impairments.
- I.B.8 Provide fixed route bus information in a format easily readable by seniors.
- I.B.9 Arrange training programs to provide on-site assistance to City of Laguna Woods residents to familiarize them with OCTA and Leisure World ridership options and traveling tips.
- I.B.10 Require the dedication and improvement of rights-of-way for bus turnouts as a condition of development approval, when appropriate.
- I.B.11 Encourage maintenance of deep discounts for seniors using OCTA bus services and adoption of other inducements to use fixed route services, such as restaurant and merchant coupons.
- I.B.12 Continually review the network of transit services to determine and encourage adoption of methods to increase ridership and respond to changing demands of the community.
- I.B.13 Support the efforts of appropriate agencies to provide additional local and express bus services to the City of Laguna Woods, such as intercity rail station feeder service.

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I.B.14 Provide opportunities for residents to give input on current and future fixed route and paratransit services.

Policy I.C: Coordinate the efforts of all transit service providers to plan for and implement a package of improved services for residents and workers.

Implementation Measure:

I.C.1 Coordinate with and support transit service providers as appropriate in developing and implementing plans for improving transportation services, coordination, and marketing.

I.C.2 Provide input for development of service schedules that minimizes wait time for transfers between Leisure World Transportation and OCTA fixed route bus services.

I.C.3 Continue to implement a bus shelter program with comfortable and convenient amenities.

Policy I.D: Explore opportunities to contract for new transit services based upon the needs of the community.

Implementation Measure:

I.D.1 Update the transit service needs of City of Laguna Woods residents on a regular basis to determine new destinations and changes in service demands.

I.D.2 Devise transit services to meet changing community service needs.

I.D.3 Implement new services, as appropriate, based upon budget and operation considerations.

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Objective II: Provide innovative alternatives for maintaining independence and mobility of residents.

Policy II.A: Consider implementation of local demand response and shuttle service.

Implementation Measure:

II.A.1 Implement a demand responsive taxi voucher service to serve all residents.

II.A.2 Explore the feasibility of establishing a City operated or contracted shuttle service using rotating destinations and routes.

II.A.3 Accommodate and support innovative vehicles and services that meet the transit needs of the community while reducing air pollution and fossil fuel energy consumption as practicable.

Policy II.B: Help residents understand transit services and options.

Implementation Measure:

II.B.1 Work with transportation service providers to develop clear, readable transit maps and guides.

II.B.2 Publish improved transit rider information maps and guides.

II.B.3 Post City transit maps at bus stops and transfer points throughout the City to help people travel throughout the County.

II.B.4 Distribute transit maps and guides throughout the City.

II.B.5 Develop a Travel Training Program providing orientation on available transportation services and options.

II.B.6 Develop a Rider Information Hotline and Referral

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System that provides personalized, step-by-step instructions in the use of fixed route bus, train, demand response and other transportation services.

Objective III: Maintain and improve existing circulation infrastructure.

Policy III.A: Provide and maintain a bicycle circulation system that connects to adjacent jurisdictions consistent with the regional bicycle network.

Implementation Measure:

III.A.1 Provide Class II on-street bicycle lanes on arterial roadways consistent with the County of Orange Commuter Bicycle Plan.

III.A.2 Investigate the feasibility of including a Class I bicycle path as part of a multi-purpose trail along the south side of El Toro Road between Calle Sonora and Paseo de Valencia.

Policy III.B: Accommodate the unique needs of residents in the design and construction of pedestrian facilities.

Implementation Measure:

III.B.1 Construct sidewalks of adequate width along El Toro Road between Moulton Parkway and Paseo de Valencia, possibly as part of a multi-purpose trail, and along Moulton Parkway between El Toro Road and Calle Aragon.

III.B.2 Determine the feasibility of providing secured, direct pedestrian and alternative vehicle access between residential communities and commercial and institutional uses.

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III.B.3 Maintain adequate time intervals for the pedestrian crosswalk phase at signalized street intersections.

III.B.4 Consider enhancements for crosswalks such as easy to operate crosswalk buttons, audio warning indicators, and curb cuts at key signalized street intersections near commercial areas and Leisure World gates.

Policy III.C: Maintain and enhance infrastructure to promote alternative vehicle access where feasible.

Implementation Measure:

III.C.1 Determine the feasibility of including alternative vehicle access to a multi-purpose trail along the south side of El Toro Road between Calle Sonora and Paseo de Valencia.

III.C.2 Investigate the feasibility of developing secure, direct access points for alternative vehicles between residential communities and commercial and institutional uses.

III.C.3 Work with the City of Laguna Hills to determine the feasibility of providing off-street alternative vehicles connections to the Laguna Hills Mall and Saddleback Medical Center.

III.C.4 Provide alternative vehicles parking areas at key commercial locations, churches, and main transit stops, where feasible.

III.C.5 Consider adopting zoning and subdivision requirements for connecting alternative vehicle trails between new and existing commercial, institutional, and residential destinations.

III.C.6 Consider adopting zoning ordinance standards for accommodating alternative vehicles in commercial, institutional, and multiple family residential developments.

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Objective IV: Identify potential impacts on the City of Laguna Woods of land use and transportation decisions of other governmental entities.

Policy IV.A: Coordinate with neighboring jurisdictions and with agencies responsible for projects affecting the City of Laguna Woods.

Implementation Measure:

IV.A.1 Participate with the County of Orange, the Orange County Transportation Authority, Transportation Corridor Agencies, and the Southern California Association of Governments to represent the City's position and to facilitate implementation of an integrated circulation system that meets the needs of the City of Laguna Woods.

IV.A.2 Monitor local development activity and transportation improvements in adjacent jurisdictions as well as regional transportation projects to determine benefits and impacts to the City.

IV.A.3 Continue working with the El Toro Reuse Planning Authority in supporting development of the former Marine Corps Air Station that is compatible with the land use objectives of the City.

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III. BACKGROUND REPORT

This report provides background studies to support the preparation of the Circulation Element for the City of Laguna Woods General Plan. It addresses transportation conditions and issues for both the existing environment in the year 2001, as well as future projected transportation conditions.

A. Roadway System

1. City Roadways

Because the City of Laguna Woods has only recently incorporated, the City has not developed its own roadway classification system. The roadways within the City are classified according to the County's Master Plan of Arterial Highways (MPAH) and are identified below and in Exhibit C-III-1.

Moulton Parkway

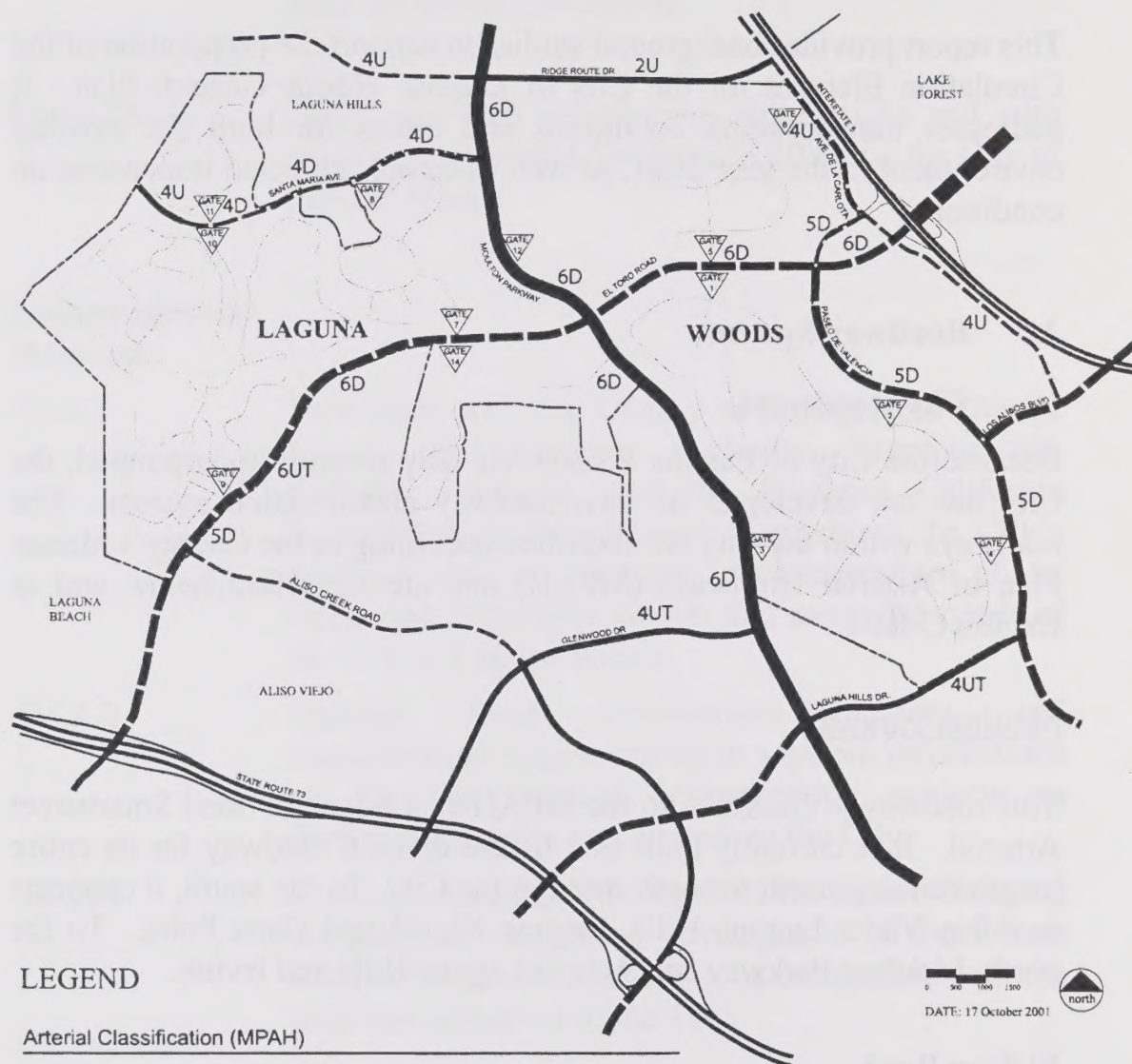
This roadway is classified in the MPAH as a 6-lane divided Smartstreet Arterial. It is currently built as a 6-lane divided roadway for its entire length running north to south through the City. To the south, it connects to Aliso Viejo, Laguna Hills, Laguna Niguel and Dana Point. To the north, Moulton Parkway connects to Laguna Hills and Irvine.

El Toro Road

This road is classified in the MPAH as a 6-lane divided Major Arterial. It is also County Road S18. El Toro Road runs east to west through the City, and is currently a 6-lane divided road for most of its length except for two short locations. Between Calle Sonora and Calle Corta, the roadway is undivided with a painted central left turn lane. West of Calle Corta, the roadway is three lanes eastbound and two lanes westbound with a median divider. El Toro Road continues west to connect to Laguna Canyon Road, and extends east to Laguna Hills, an interchange with the I-5 Freeway, and into Lake Forest.

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Exhibit C-III- 1: Existing Roadway Characteristics



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Santa Maria Avenue

This roadway is classified as a 4-lane undivided Secondary Arterial in the MPAH. It extends from Moulton Parkway west to the City Limit and is currently a 4-lane undivided street. A short section west of Via Vista is located in the City of Laguna Hills.

Ridge Route Drive

This road runs between Moulton Parkway and Avenida De La Carlota (Carlota). The south half of the right-of-way is in the City of Laguna Woods and the north half is in the City of Laguna Hills. This roadway is classified in the MPAH as a 4-lane divided Primary Arterial. It is currently an undivided 2-lane road, the paved surface being located in the City of Laguna Hills. That portion of the right of way in the City of Laguna Woods is currently unimproved. Ridge Route terminates at Carlota and currently does not extend over the I-5 freeway. This road extends west of Moulton Parkway to the Laguna Hills City limit.

The remaining streets in the City of Laguna Woods are private streets in the Leisure World community. Access from these private streets to the public roadway system is provided via a series of Leisure World gates, as also shown on Exhibit C-III-1. Access to Renaissance at the Regency and Alterra Wynwood facilities is via private streets outside of the Leisure World gates.

2. Roadways Adjacent to the City

There are a number of roadways immediately adjacent to the City of Laguna Woods but entirely within the jurisdictions of other cities. However, these roads provide access to parts of the City of Laguna Woods and traffic conditions on these roads affect traffic circulation within the City of Laguna Woods. These streets are included for consideration in the following:

Avenida De La Carlota (Carlota)

This street runs north to south immediately west of I-5 and immediately adjacent to the City of Laguna Woods between Ridge Route Drive and Paseo De Valencia (Valencia).

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This roadway is classified in the MPAH as a 4-lane undivided Secondary Arterial. It is currently built to four-lane undivided roadway standards.

Paseo De Valencia (Valencia)

This roadway runs from the intersection with Carlota and the I-5 southbound ramps south along the eastern edge of the City of Laguna Woods, past El Toro Road, Laguna Hills Mall and Saddleback Medical Center to Laguna Hills Drive and beyond. It is classified in the MPAH as a 6-lane divided Major Arterial and is currently built as a 5-lane divided road with three lanes northbound and two lanes southbound.

Laguna Hills Drive

This road runs west from Valencia along the south limit of the City of Laguna Woods to Moulton Parkway and then west through Aliso Viejo. It is classified in the MPAH as a 4-lane divided Primary Arterial and is currently built as a 4-lane undivided highway with a painted central left turn lane.

Exhibit C-III-1 shows these roadways, their classifications according to the County MPAH, and the number of lanes.

3. Regional/Freeway Access

Regional access to the City of Laguna Woods is provided by the I-5 San Diego Freeway and the SR-73 San Joaquin Hills Toll Road. Primary access is provided by an interchange with I-5 at El Toro Road, which provides a southbound on-ramp, and two northbound on-ramps one each from eastbound and westbound El Toro Road. This interchange is located in the cities of Laguna Hills and Lake Forest. Southbound off and on ramps are also provided at the intersection of Carlota and Valencia, north of El Toro Road in the City of Laguna Hills. Access to SR-73 is provided at an interchange with El Toro Road to the south of the City of Laguna Woods.

4. Roadway System Performance

Table C-III-1 shows key roadway segments in and adjacent to the City of Laguna Woods. For each segment, the table indicates the jurisdiction,

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the MPAH classification, the number of lanes and the current daily volume. Daily traffic volumes on these roadways are shown in Exhibit C-III-2. These data were collected in May of 2001. Traffic volumes are expressed as average daily traffic (ADT) that is the total number of vehicles traveling in both directions on a street over a 24-hour period.

The highest traffic volumes occur on Moulton Parkway that carries between 39,400 and 45,800 ADT. Traffic volumes on El Toro Road are in the range of 20,700 to 24,200 ADT west of Calle Sonora, and between 34,400 and 35,900 ADT between Calle Sonora and Paseo De Valencia. Within the City of Laguna Woods, Santa Maria Avenue carries approximately 5,800 ADT, while Ridge Route Drive carries approximately 7,400 ADT.

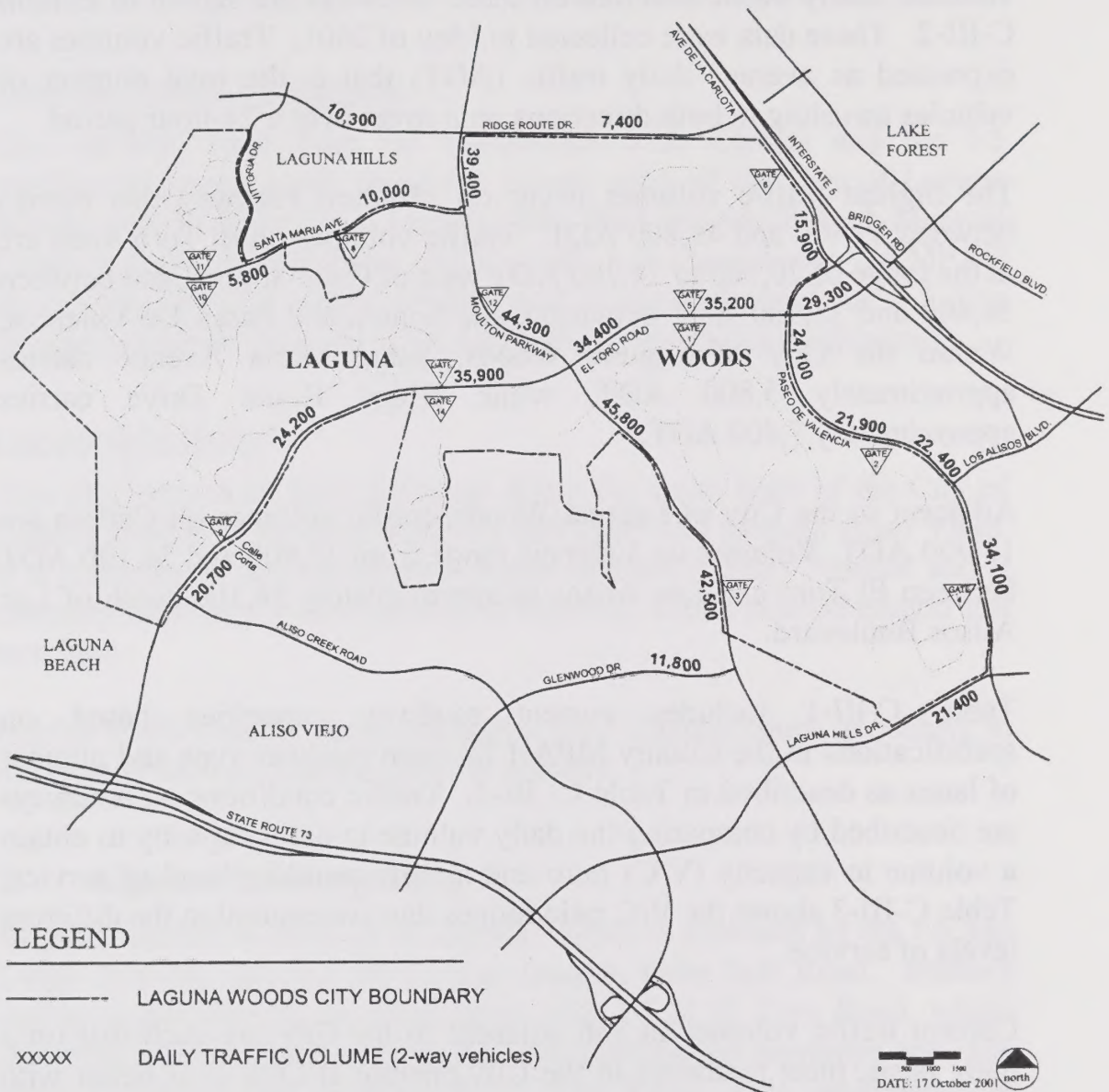
Adjacent to the City of Laguna Woods, traffic volumes on Carlota are 15,900 ADT. Volumes on Valencia range from 21,900 and 24,100 ADT between El Toro and Los Alisos to approximately 34,100 south of Los Alisos Boulevard.

Table C-III-1 includes current roadway capacities based on specifications in the County MPAH for each roadway type and number of lanes as described in Table C- III-2. Traffic conditions on roadways are described by comparing the daily volume to daily capacity to obtain a volume to capacity (V/C) ratio and a corresponding level of service. Table C-III-3 shows the V/C ratio ranges that correspond to the different levels of service.

Current traffic volumes in and adjacent to the City are such that on a daily basis, most roadways in the City operate at LOS C or better with many roadway segments operating at LOS A or LOS B. Only one roadway segment, Moulton Parkway between El Toro Road and Calle Cortez, operates at LOS D. There are currently no roadway segments within the City operating at LOS E or LOS F.

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Exhibit C-III- 2: Existing Daily Traffic Volumes



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Table C-III- 1: Existing Conditions – Daily Traffic Volumes

Link No.	Arterial	Location	Jurisdiction	MPAH Designation	Daily Volume	No. of Lanes ¹	Daily ² Capacity	V/C	LOS
1	Moulton Pkwy	Ridge Route Dr - Santa Maria Ave	LH	Smartstreet 6 Lane Divided	39,400	6 D	56,300	0.700	B
2	Moulton Pkwy	Gate 12 - El Toro Rd	LW	Smartstreet 6 Lane Divided	44,300	6 D	56,300	0.787	C
3	Moulton Pkwy	El Toro Rd - Calle Cortez	LW	Smartstreet 6 Lane Divided	45,800	6 D	56,300	0.813	D
4	Moulton Pkwy	Via Iglesia - City Limits	LW	Smartstreet 6 Lane Divided	42,500	6 D	56,300	0.755	C
5	El Toro Rd	Aliso Creek Rd - Calle Corta	LW	Major 6 Lane Divided	20,700	5 D	46,900	0.441	A
6	El Toro Rd	Calle Corta - Calle Sonora	LW	Major 6 Lane Divided	24,200	6 UT	56,300	0.430	A
7	El Toro Rd	Calle Sonora - Moulton Pkwy	LW	Major 6 Lane Divided	35,900	6 D	56,300	0.638	B
8	El Toro Rd	Moulton Pkwy - Avd Sevilla	LW	Major 6 Lane Divided	34,400	6 D	56,300	0.611	B
9	El Toro Rd	Avd Sevilla - Paseo De Valencia	LW	Major 6 Lane Divided	35,200	6 D	56,300	0.625	B
10	El Toro Rd	Paseo De Valencia - Avd De La Carlota	LH	Major 6 Lane Divided	29,300	6 D	56,300	0.520	A
11	Ridge Route Dr	Santa Vittoria - Moulton Pkwy	LH	Secondary 4 Lane Undivided	10,300	4 U	25,000	0.412	A
12	Ridge Route Dr	Moulton Pkwy - Avd De La Carlota	LW/LH	Primary 4 Lane Divided	7,400	2 U	12,500	0.592	A
13	Santa Maria Ave	Avd Sosiega - Santa Vittoria	LW	Secondary 4 Lane Undivided	5,800	4 U	25,000	0.232	A
14	Santa Maria Ave	San Remo Dr - Moulton Pkwy	LH	Secondary 4 Lane Undivided	10,000	4 D	37,500	0.267	A
15	Glenwood Dr	Cedarbrook - Moulton Pkwy	AV	Primary 4 Lane Divided	11,800	4 UT	25,000	0.472	A
16	Laguna Hills Dr	Aspen Creek Ln - Paseo De Valencia	LH	Primary 4 Lane Divided	21,400	4 UT	25,000	0.856	D
17	Avd De La Carlota	Via Puerta - Paseo De Valencia	LH	Secondary 4 Lane Undivided	15,900	4 U	25,000	0.636	B
18	Paseo De Valencia	El Toro Rd - Calle De La Plata	LH	Major 6 Lane Divided	24,100	5 D	46,900	0.514	A
19	Paseo De Valencia	Calle De La Magdalena - Health Center	LH	Major 6 Lane Divided	21,900	5 D	46,900	0.467	A
20	Paseo De Valencia	Health Center Dr - Los Alisos Blvd	LH	Major 6 Lane Divided	22,400	5 D	46,900	0.478	A
21	Paseo De Valencia	Beckenham St - Laguna Hills Dr	LH	Major 6 Lane Divided	34,100	5 D	46,900	0.727	C

1. D = Divided, U = Undivided, UT = Undivided Central Turn Median

2. Capacities based on MPAH designations and current number of lanes.

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Table C-III- 2: MPAH Roadway Capacities

Roadway Type	Daily Capacity (Vehicles)
6 Lanes Divided	56,300
4 Lanes Divided	37,500
4 Lanes Undivided	25,000
2 Lanes Undivided	12,500

Table C-III- 3: Volume/Capacity & Ratios and Level of Service

V/C Ratio	LOS
0.00 to 0.60	A
0.61 to 0.70	B
0.71 to 0.80	C
0.81 to 0.90	D
0.91 to 1.00	E
> 1.00	F

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Roadways adjacent to the city are also operating for the most part at LOS C or better with many roadways operating at LOS A or LOS B. On roadways adjacent to the City, only one roadway link, Laguna Hills Drive west of Valencia, currently operates at LOS D. No roadways adjacent to the city currently operate worse than LOS D.

Traffic data was also collected for intersection turn movements for both the AM and PM peak periods enabling the calculation of levels of service at key intersections within and adjacent to the City (Exhibit C-III-3). This data indicates that the morning peak hour occurs between 7:30 and 8:30 AM and the afternoon peak hour occurs between 4:45 and 5:45 PM.

Intersection level of service was calculated using the Intersection Capacity Utilization (ICU) methodology specified by the Orange County Transportation Authority (OCTA) for the Congestion Management Plan planning process. Traffic conditions at intersections are evaluated by comparing the volume of traffic passing through the intersection on conflicting (critical) movements to the capacity in order to obtain a volume/capacity (V/C) ratio and a corresponding level of service (see Table C-III-3)

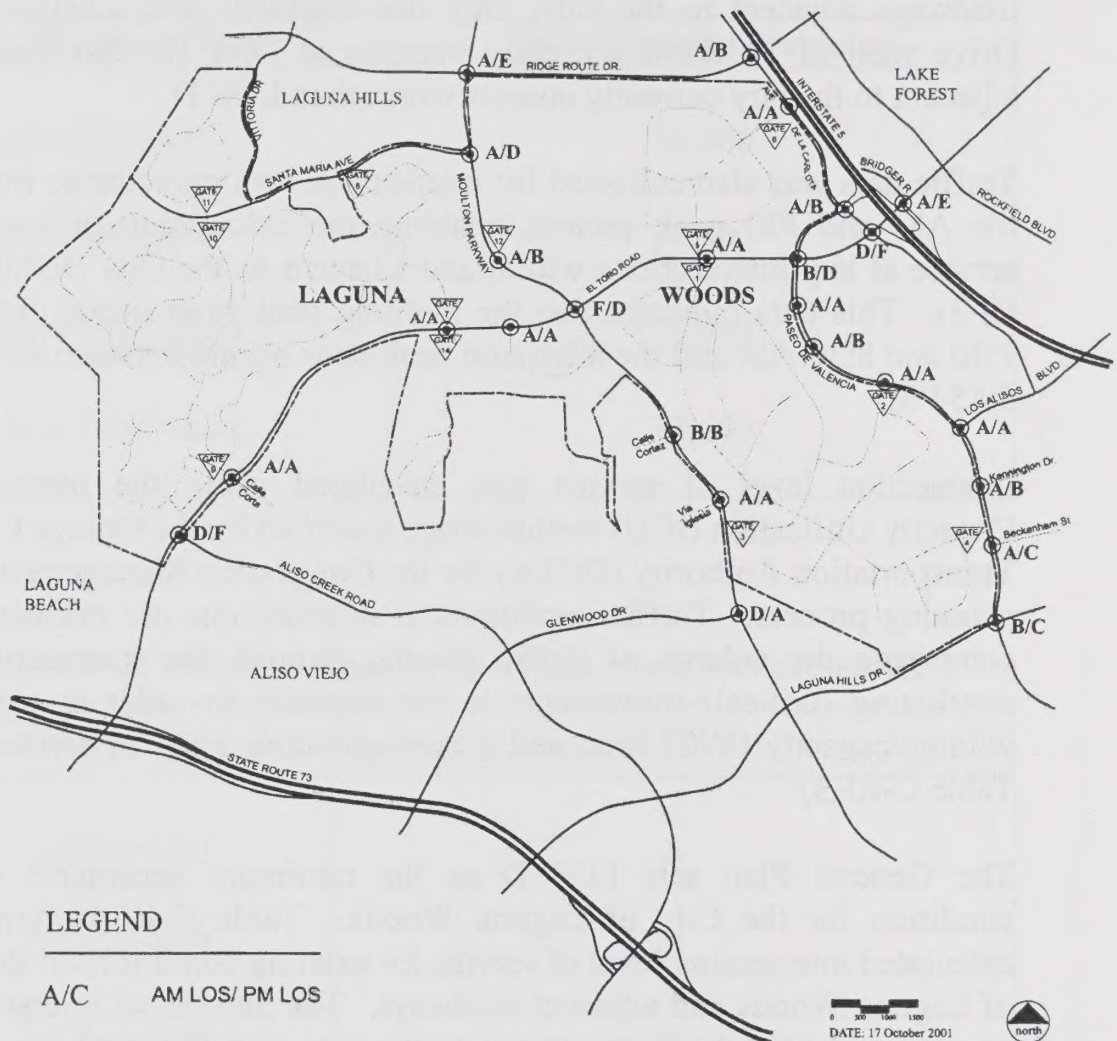
The General Plan sets LOS D as the minimum acceptable traffic condition for the City of Laguna Woods. Table C-III-4 shows the calculated intersection level of service for existing conditions in the City of Laguna Woods and adjacent roadways. The number of intersections operating at each level of service in the AM and PM peak hours are summarized below.

As can be seen from these tables the vast majority of intersections in and around the City of Laguna Woods are operating at satisfactory conditions (LOS D or better) with many operating at LOS A or LOS B. This indicates that, in general, traffic conditions are currently good within the city.

In the AM peak period, two intersections operate at worse than LOS D. One of these is the intersection of Moulton Parkway and El Toro Road in the City of Laguna Woods that operates at LOS F (V/C of 1.051). The other intersection, in Laguna Hills, is the intersection of El Toro Road and Avenida De La Carlota, which operates at LOS E (V/C ratio of 0.937).

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Exhibit C-III- 3: Existing Intersection Level of Service



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Table C-III- 4: Number of Intersections at each Level of Service

LOS	AM Peak Hour	PM Peak Hour
A	18	10
B	3	6
C	0	3
D	2	3
E	1	1
F	1	2
Total	25	25

In the PM peak hour, three intersections operate at levels lower than LOS D. Only one, the intersection of El Toro Road and Aliso Creek Road, is in the City of Laguna Woods and operates at LOS F (V/C of 1.265). The other two intersections are adjacent to the City of Laguna Woods in the City of Laguna Hills. These are Moulton Parkway and Ridge Route Road, which operate at LOS E (V/C of 0.953), and El Toro Road and Carlota that operates at LOS F (V/C of 1.349).

5. Roadway System Issues, Opportunities, and Constraints

The City of Laguna Woods is comprised largely of the private, gated Leisure World community. Roadways within Leisure World are private streets. Two major public roadways in the City, Moulton Parkway and El Toro Road, carry substantial volumes of regional traffic. Regional traffic is traffic passing through the City of Laguna Woods from origins to destinations both outside the City. Two other public roadways partly within the City are Santa Maria Avenue and Ridge Route Drive, both of which carry low traffic volumes.

There are a number of arterial roadways immediately adjacent to or in the vicinity of the City of Laguna Woods that are located in other cities including Carlota, Valencia, and Laguna Hills Drive. These roadways are used to access various parts of the City of Laguna Woods and traffic conditions on these roadways affect traffic circulation within the City of Laguna Woods.

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All roadways in and adjacent to the city are currently operating at satisfactory levels of service within the standard daily highway capacities for Level of Service D, set forth in the General Plan and in the County Growth Management Element. Two intersections within the City and two intersections adjacent to the City, however, currently operate at unsatisfactory levels of service i.e. LOS E or LOS F, during either the AM or the PM peak hour.

Most streets within and adjacent to the City are built to City General Plan and County MPAH standards in terms of number of lanes and street widths. As the City is largely built out, there is little opportunity to widen or improve these streets without acquiring additional rights-of-way. Short sections of public roadways, however, do not currently meet MPAH standards within the City of Laguna Woods. These are the segment of El Toro Road between Calle Corta and Aliso Creek Road, which is currently five lanes rather than the six lanes called for in the MPAH, and the segment of El Toro Road between Calle Corta and Calle Sonora, which is currently undivided rather than divided as indicated in the MPAH.

Ridge Route Drive between Moulton Parkway and Carlota is currently not improved on the City of Laguna Woods' side of the right-of-way. Outside but adjacent to the City, Paseo de Valencia does not meet MPAH standards as it is currently only five lanes between De la Plata and Laguna Hills Drive rather than the six lanes called for in the MPAH.

Planned roadway improvements include the installation by the City of two new traffic signals, at the following locations:

- Moulton Parkway and Via Campo Verde;
- El Toro Road and St. Nicholas Church.

The County is currently preparing plans for widening Moulton Parkway between Via Campo Verde and Santa Maria Avenue, as part of the Measure M Smartstreet improvements. The street will remain a 6-lane roadway but will include bike lanes and sidewalks on each side of the street. Improvements at the intersection of Moulton Parkway and El Toro Road will add turn lanes such that each approach includes two left turn lanes and one right turn lane in addition to three through travel lanes.

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B. Transit

This section presents information on transit services operating in and around the City of Laguna Woods. The information in this section was taken from the City of Laguna Woods Transit Needs Assessment, Draft Final Report, March 2001.

There are four types of transit service providers in the city:

- General Public Transportation
- Leisure World Residents' Transportation
- Specialized Transportation
- Other Transportation Providers

Transit service providers in each of these categories are summarized below.

1. General Public Transportation

Orange County Transportation Authority (OCTA) is the transportation provider for the general public. OCTA provides fixed route and paratransit throughout the County including the City of Laguna Woods, and into parts of Los Angeles County. Table C-III-5 provides a summary of OCTA operating routes, major destinations and cities served by the OCTA routes, and service spans and frequencies.

OCTA operates a Transportation Center in the City of Laguna Hills, located at the intersection of Paseo De Valencia and Calle Los Caballeros just south of the Laguna Hills Mall. This facility provides a total of twelve bus bays and is served by nine OCTA bus routes. The Leisure World bus service also serves the Transportation Center enabling transfers between Leisure World and OCTA buses. The center also includes a park-and-ride lot.

The following sections provide descriptions of the fixed route and paratransit services offered to the general public in the City of Laguna Woods.

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OCTA Fixed Route Buses

There are nine routes that travel through or are immediately adjacent to the City of Laguna Woods. Most of these routes provide direct service to many popular destinations with no transferring required; however, only three of these routes operate throughout the day and into the evening. Of the others, service is available only during rush hours (5:25 – 8:30 AM, 3:00 – 5:30 PM) or at times that are very early or late. An example is the express service to the Irvine Business Complex and South Coast Plaza that operates from the Laguna Hills Transportation Center on Paseo de Valencia just south of the Laguna Hills Mall. It is difficult for those without autos to use this express service since Leisure World bus service does not operate before 8:00 AM.

Orange County Transportation Authority (OCTA) Paratransit

OCTA paratransit provides five different types of paratransit services countywide:

- ACCESS ADA Service is the complementary paratransit service for OCTA fixed routes. Passengers are certified as eligible under criteria set forth by the Americans with Disabilities Act (ADA). Service is available on a subscription and advanced reservation basis;
- Group Service is an advanced reservation service for groups of eight or more people going to a common destination not served by the special agency services or Orange County Area Agency on Aging (AAA) senior nutrition program;
- Medical Back-up Service provides service to ADA-certified individuals for unplanned medical trips that could not be booked in advance on OCTA ACCESS service. This service is provided at a premium fare on a same-day reservation basis;
- Special Agency Services are provided under agreement with the Regional Center of Orange County (RCOC) to provide transportation services for school or program related trips.

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Table C-III- 5: OCTA Fixed Routes Serving City of Laguna Woods

Route Number	Average Frequency & Weekday Service Span	Destination Cities	Specific Destinations
70	30 min. 5:00AM – 11:20PM	Sunset Beach, Huntington Beach, Westminster, Fountain Valley, Santa Ana, Irvine, City of Laguna Woods, Aliso Viejo, Laguna Niguel, and Dana Point	Dana Point Harbor, Sea Country Senior and Community Center, Huntington Beach Mall, Golden West College, Mile Square Park, Irvine Spectrum, Irvine Valley College
89	30 min. 5:50AM – 11:20PM	Laguna Hills, City of Laguna Woods, Laguna Niguel, Mission Viejo, San Juan Capistrano, Laguna Beach, Lake Forest, and Mission Viejo	Saddleback Hospital, Laguna Hills Mall, Laguna Hills Transportation Center, Portola Plaza
91	30 min. 5:00AM – 10:45PM	Laguna Hills, City of Laguna Woods, Laguna Niguel, Mission Viejo, San Juan Capistrano (Metrolink and Amtrak), Dana Point	Laguna Hills Transportation Center, Laguna Hills Mall, Saddleback Hospital, Mission Hospital Regional Medical Center, Saddleback College, San Juan Capistrano Train Center (Metrolink and Amtrak to San Diego) and Mission San Juan Capistrano.
187	30 min. 6:00AM – 6:20 PM (rush hour only)	Laguna Hills, Aliso Viejo, Laguna Niguel, and Dana Point	Laguna Hills Mall, Laguna Hills Transportation Center, Pacific Park Business Center, Marketplace at Laguna Niguel, Chet Holifield Federal Building, South Orange County Courthouse, Capistrano Beach Plaza
188	30 minutes 5:25AM – 7:00PM (rush hour only)	Irvine, Lake Forest, Laguna Hills, City of Laguna Woods	Irvine Transportation Center (Amtrak/Metrolink), Irvine Spectrum, Wild Rivers, Laguna Hills Mall, Laguna Hills Transportation Center and Saddleback Hospital
Express Route 203	One trip each direction for commuting	Fullerton, Laguna Hills and San Juan Capistrano	AM trip from Laguna Hills Transportation Center travels north to Cal State Fullerton, and Hunt Wesson Foods in Fullerton. The evening trip provides the reverse and has a final stop at the San Juan Capistrano Park-n-Ride
Express Route 205	30 minutes 4:45AM – 11:50PM	Anaheim, Santa Ana, and Laguna Hills	Anaheim resort area, Disneyland (Park, Hotel and Convention Center) Discovery Science Museum, Santa Ana Transit Terminal, Santa Ana Civic Center, Laguna Hills Mall
Express Route 212	Three trips in each direction	Irvine, Laguna Hills, Mission Viejo, San Juan Capistrano	Irvine Business Complex, John Wayne Airport, Laguna Hills Mall, Laguna Hills Transportation Center, and Saddleback College
Express Route 216	Three AM trips and two PM trips	Costa Mesa, Laguna Hills, Mission Viejo, San Juan Capistrano	South Coast Plaza, South Coast Metro, Harbor Gateway

Source: City of Laguna Woods, Transit Needs Assessment, Draft Final Report, March 2001

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OCTA also provides Senior Nutrition Transportation services funded through a contract with the Orange County AAA in support of senior congregate meal programs based at seniors' centers. In some areas, private and municipally run transportation programs provide this service such as that offered by South County Senior Services for trips to the Florence Sylvester Senior Center in Laguna Hills.

2. Leisure World Transportation

Leisure World is a private, gated community in the City of Laguna Woods. Leisure World provides three types of transportation services to its residents and their guests. Services are funded through the monthly maintenance assessments paid by Leisure World residents and no fares are collected.

Leisure World Fixed Route Service

There are currently 11 fixed routes providing hourly service to City residents from 8:00 AM to 6:00 PM Monday through Saturday. On Sundays, the hours of service are generally the same as during the week, although some routes are combined. The fixed route service is being restructured so the information presented herein focuses on major destinations served by routes rather than on specific route configurations, which are subject to change.

Leisure World has recently replaced 13 of its older not-accessible buses with new low-floor, air-conditioned buses. These new buses allow passengers to walk right onto the bus without the barrier of high steps. Those who use wheelchairs and other mobility devices can now use the fixed route service.

The Leisure World fixed route bus system is available to all residents and their guests, and serves all clubhouses within Leisure World and many destinations outside of Leisure World, including shopping and commercial centers within or just outside the City of Laguna Woods. Table C-III-6 summarizes these outside destinations.

Leisure World "B" Bus

The "B" Bus is a demand responsive shuttle that provides service to residents and their guests Monday through Saturday from 6:00 PM to 10:45 PM. Reservations can be made from 8:00 AM to 3:30 PM the day that service is requested. Residents may request any pick-up or drop-off

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point served by the fixed route system that is “safe for the bus and its riders.”

Lift Bus

There are two shuttle-type buses equipped with lifts for residents who cannot use the regular fixed route buses due to a disability. Passengers can make reservations up to three days in advance with service available seven days a week from 8:00 AM – 10:45 PM.

Table C-III- 6: Leisure World Transportation Services Destinations

Type of Destination	Specific Destination
Shopping	Laguna Hills Mall (stops at Sears, JC Penney, Macy's, and restaurants), Oakbrook, Moulton Plaza, Town Centre, Willowtree, Valencia Center (Long's Drug)
Grocery	Vons, Hughes, Stater Brothers, Mothers, Trader Joe's at Oakbrook
Entertainment	Movie theatres at Laguna Hills Mall
Dining	Gordon Biersch, Don Jose, Carrow's, restaurants at Laguna Hills Mall, Oakbrook, Moulton Plaza, Town Centre, Home Depot Center, Valencia Center, Willowtree
Medical	Saddleback Hospital, Glass Building Medical Towers, Taj Majal, Medical Arts Plaza, dental offices, Willowtree, Harvard Eye Building, Towne Centre
Other	Longs, Laguna Hills Post Office, Florence Sylvester Senior Center, Churches, Banks

Source: City of Laguna Woods, Transit Needs Assessment, Draft Final Report, March 2001.

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3. Specialized Transportation

There are specialized transportation services available for clients of social service agencies and medical services providers. Specialized transportation services are also provided to customers of select commercial establishments. These services are generally provided as an “added benefit” for the convenience of a client or customer. Specialized transportation services have specific eligibility criteria and consequently are not available to the general public.

South County Senior Services

South County Senior Services is a not-for-profit organization that provides a full range of social services to seniors in south Orange County. The agency has a fleet of shuttle buses that are operated under contract to medical providers and social service groups for transporting:

- Adult Day Health Care participants (Calle Sonora & El Toro Road);
- Alzheimer’s Day Care participants (Calle Sonora & El Toro Road);
- Senior Center participants (Florence Sylvester Senior Center);
- Patients of Mission Medical Center (Medical Center Road, Mission Viejo).

There is no fare charged to passengers although donations are accepted.

Renaissance at the Regency/Alterra Wynwood at Palm Terrace

In addition to Leisure World, residential facilities within the City of Laguna Woods also provide shuttle service to their residents. These include the independent living and assisted care facilities of Renaissance at the Regency and Alterra Wynwood at Palm Terrace. Service is typically demand responsive and no fare is charged.

Saddleback Hospital

Saddleback Hospital provides transportation through home caregivers and a variety of therapy departments. Patients are driven in the caregiver’s personal car and are charged \$0.40 per mile.

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South Coast Medical Center

South Coast Medical Center in Laguna Beach provides free shuttle services for its patients to and from doctor's appointments.

Vons Grocery Shuttle

Vons grocery store contracts with Super Shuttle to provide free trips home for its customers who live in the immediately surrounding area. This service provides a faster trip home than most of the fixed route services, a desirable feature when transporting fresh groceries.

4. Other Transportation Providers

Other transportation services are available to the general public in the City of Laguna Woods and the surrounding area.

Metrolink

This commuter rail service stops at the Irvine Transportation Center in the Irvine Spectrum, and provides direct service to Oceanside, Anaheim, Fullerton, and Los Angeles. Passengers can also transfer to the six Metrolink lines to travel to destinations in the counties of San Bernardino, Riverside, Los Angeles and Ventura. Fares are based upon a zone system.

Amtrak

This national and regional rail service stops at the Irvine Transportation Center and provides direct service to San Diego and Los Angeles.

Private Taxis

There are about 10 private taxi providers in the City of Laguna Woods area. Taxis are regulated by the OCTA. Many taxi companies offer discounts to seniors of 10% to 15%.

"Ghost Taxis"

Individuals, usually City of Laguna Woods residents, provide an informal service to other residents. These "ghost taxis" are not licensed taxi providers, but advertise in the local newspapers and use their personal vehicles. Ghost taxis usually charge about \$10 an hour. Information suggests that ghost taxis play an important role in the City

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of Laguna Woods transportation network. The City of Laguna Woods Transportation Survey 2000 indicated that eight percent of respondents prefer to pay others to drive as an alternative to driving alone.

Airport Shuttle

Super Shuttle and a number of other carriers provide shuttle service to John Wayne Airport, Los Angeles International Airport, and Ontario Airport.

Home Care Providers

Several agencies providing home care offer a variety of services to their clients, including transportation. Caregivers are hired to assist people in their homes and often provide transportation in personal vehicles as part of their service.

5. Summary of Transit Services

Table C-III-7 lists all of the previously mentioned transportation services by function. Seven different service functions have been identified. They are:

- Intercity Fixed Route Service;
- Taxi Services;
- ADA Eligible;
- Private Community Services (i.e. Leisure World);
- Social Service;
- Medical Services;
- Specialized.

The first two types are available to the general public, whereas the next five are restricted to residents or users of a specialized service. For example, services categorized as social service transportation are provided by the OCTA and South County Senior services. These services are limited to persons affiliated with a social service agency traveling to/from an agency site.

Overall a significant amount of transit service is provided to the residents of the City of Laguna Woods by a variety of operators

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Table C-III- 7: Transit Services By Function

	Intercity Fixed Route	Taxi Services	ADA Eligible	Private Community Services	Social Service Transportation	Medical Services	Specialized
OCTA Fixed Routes							
Regular	X						
Express	X						
OCTA Paratransit							
Access ADA			X				
Senior Nutrition Program					X		
Group Service					X		
Medical Backup			X				
Special Agency Services					X		
Leisure World							
Fixed Route				X			
“B” Bus				X			
Lift Bus				X			

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	Intercity Fixed Route	Taxi Services	ADA Eligible	Private Community Services	Social Service Transportation	Medical Services	Specialized
Specialized Transportation							
South Corridor Senior Services					X		
Renaissance at the Regency & Alterra Wynwood				X			
Saddleback Hospital						X	
South Coast Medical Center						X	
Vons Grocery							X
Other Transportation							
Metrolink	X						
Amtrak	X						
Private Taxi		X					
"Ghost" Taxi		X					
Airport Shuttle		X					
Homecare Provider							X

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6. Transit Issues, Opportunities and Constraints

While the majority of City of Laguna Woods residents (82%) are currently licensed to drive and 71% have vehicles in their households, only 54% of respondents expect to be licensed drivers in fifteen years. Eighteen percent (18%) of respondents do not have a current driver's license. These numbers indicate a significant increase in future transit demand if residents want to maintain their current mobility patterns.

Approximately 25% of City of Laguna Woods residents currently use available fixed route and Dial-a-Ride buses. These residents tend to be approximately 83 years of age, older than the average resident age of 77.5 years and are predominantly female.

Surveys indicate that City of Laguna Woods residents perceive that they are not well served by local OCTA fixed bus routes or that schedules do not meet residents' needs.

Seniors are interested in riding OCTA (or Leisure World) fixed route buses. There appears to be a demand for bus services closer to where seniors live compared to bus services that operate primarily on the main arterials. The City of Laguna Woods household survey revealed that 45% would use Leisure World buses as an alternative to driving alone.

City of Laguna Woods residents who attended public forums complained about the level of service provided by OCTA ACCESS ADA, identifying limited availability, reservations far in advance (i.e. one week) of scheduled service, long wait times, and the lack of assurance of return trips as major problems.

Many seniors indicate an interest in using the fixed route buses but identified obstacles that prevented their use including bus information that is inaccessible or difficult to understand, lack of familiarity with OCTA routes and services, and feeling vulnerable riding fixed route buses.

Many residents seem confused about existing services or are unaware of how to access them. This suggests a need for local transportation information catering to City of Laguna Woods residents.

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Ideally, information about transportation services would take many forms, including personal guidance for trip making and travel training. Residents identified improvements they would like to see including more frequent service, more direct routes, more door-to-door service, and expanded evening service, particularly for those uncomfortable driving in the dark.

The most requested type of destination is for major shopping areas not easily accessible by OCTA fixed routes such as South Coast Plaza, The Shops at Mission Viejo, Fashion Island, shops on Ridge Route Drive, and specific stores such as Super K-Mart, Walgreen's, etc.

Some of these shopping areas are directly accessible using OCTA fixed routes with no transferring required. However, residents still have to get to the OCTA bus stops, and many are unaware of the services that are available to them or are reluctant to try them for the first time.

Getting to the grocery stores in the City of Laguna Woods area and back to residents' homes can be difficult without a car. Using public or private transit can take up to 60 minutes. Transporting heavy groceries is also cited as a concern when residents have to walk more than a block or two.

Residents have identified the need for more direct service to medical providers, noting that they are required to transfer buses when traveling to medical appointments. Sometimes these transfers involve considerable wait time, resulting in very long travel times.

While some medical facilities provide transportation services for their patients, not all can or do. The following medical facilities have been identified as not having their own transportation or direct fixed route services: Kaiser Permanente facilities (Anaheim, Mission Viejo, and Irvine) and Saddleback Dentistry.

Some residents who live in the private community of Leisure World have expressed dissatisfaction with both the time and distance in getting from their homes to OCTA bus stops. This is a common dilemma for anyone living in a private, gated community, which has many cul-de-sacs.

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Leisure World transportation provides very few connections to OCTA fixed routes because of OCTA bus stop limitations for other providers.

Residents mentioned a need for a higher level of amenities that will encourage and allow them to use transit more conveniently. Some of these requests pertain to facilities in the private gated community of Leisure World, over which the City of Laguna Woods has no jurisdiction. The types of amenities mentioned include:

- Bus stop shelters to provide protection from the sun, wind and rain (new shelters have been installed at all locations able to accommodate them and meet ADA and OCTA requirements);
- More benches to provide “rest stops” between residences and bus stops (specific locations being identified);
- Increased lighting for nighttime use of transit;
- Leisure World needs curb cuts so that people using mobility devices can access transportation services and commercial areas.

7. Planned Transit Improvements

South County Senior Services is planning a new dial-a-ride service that is intended to serve as an affordable alternative to driving a car. Passengers will be charged a flat local rate for this dial-a-ride service based upon “zones.” For passengers traveling outside the local zone there will be additional charges, although the actual amounts have not yet been determined. A six to twelve month pilot program is being proposed for the local City of Laguna Woods area, where South County Senior Services is headquartered. The program will be expanded if the pilot is successful.

C. Bicycle, Pedestrian and Alternative Circulation Facilities

Facilities are currently provided for a number of other transportation modes within the City of Laguna Woods. These modes provide alternatives to the automobile, and along with transit play a significant role given the unique transportation needs of the City of Laguna Woods community. These other transportation modes are described in the following sections.

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1. Bicycle Facilities

a. Existing Bicycle System Characteristics

Existing bicycle routes within the City of Laguna Woods are shown in Exhibit C-III-4. These facilities are striped bike lanes on public streets. Within the City of Laguna Woods bike lanes are currently provided on Moulton Parkway between El Toro Road and the southern city limits, and on El Toro Road between Aliso Creek Road and Moulton Parkway. On roadways adjacent to the City, bike lanes are currently provided on Moulton Parkway north of Ridge Route Drive, and south of the southerly city limit. They are also provided on Paseo de Valencia from Carlota to south of Laguna Hills Drive, on Laguna Hills Drive between Valencia and Moulton Parkway, and on Los Alisos Boulevard east of Valencia.

b. Bicycle Issues, Opportunities and Constraints

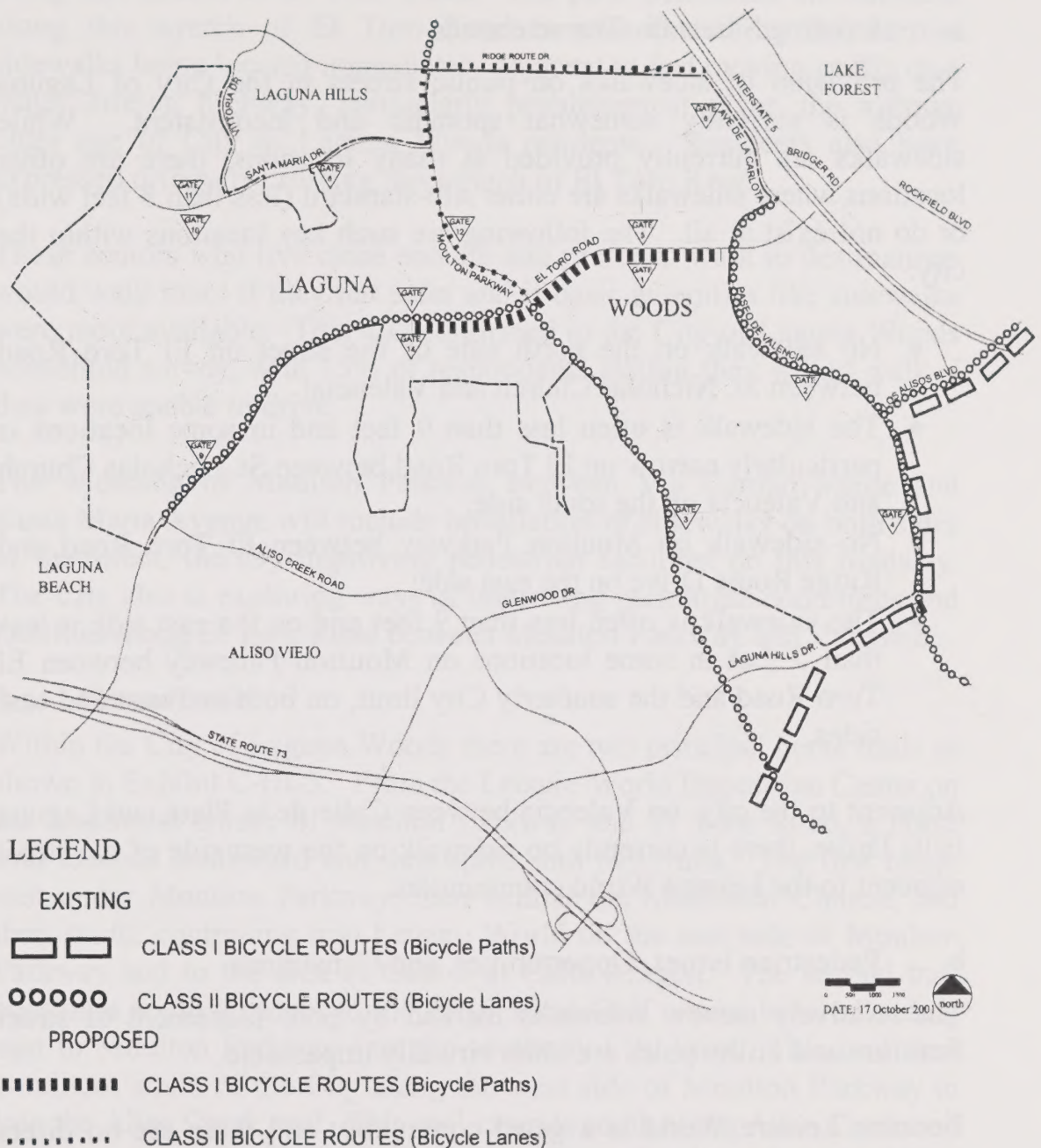
The bicycle routes network is currently discontinuous in the City of Laguna Woods with bike lanes being provided on some street segments but not on others. For example, bike lanes are currently not provided on Moulton Parkway between El Toro Road and Ridge Route Drive, or on El Toro Road between Moulton Parkway and Valencia.

Bicycling is not a common mode of transportation for City of Laguna Woods residents. The Transit Needs Assessment Study identified only 3% of trips being made by bicycle, on foot, and by golf cart in total. Bike lane facilities in the City seem to be oriented more to trips passing through the City to connect to bike lanes in other cities as part of the regional/countywide network.

The plans for widening Moulton Parkway between Via Campo Verde and Santa Maria Avenue include bike lanes in both directions. In addition, the City of Laguna Woods is currently studying El Toro Road between Calle Sonora and Valencia and exploring the feasibility of providing a bicycle path as part of a multi-purpose trail, particularly between Moulton Parkway and Valencia.

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Exhibit C-III- 4: Existing and Proposed Bicycle Trails



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2. Pedestrian Facilities

a. Existing Sidewalk Characteristics

The provision of sidewalks on public streets in the City of Laguna Woods is currently somewhat sporadic and inconsistent. While sidewalks are currently provided at many locations, there are other locations where sidewalks are either sub-standard (less than 8 feet wide) or do not exist at all. The following are such key locations within the city:

- No sidewalk on the north side of the street on El Toro Road between St. Nicholas Church and Valencia;
- The sidewalk is often less than 9 feet and in some locations is particularly narrow on El Toro Road between St. Nicholas Church and Valencia on the south side;
- No sidewalk on Moulton Parkway between El Toro Road and Ridge Route Drive on the east side;
- The sidewalk is often less than 9 feet and on the east side is less than 5 feet in some locations on Moulton Parkway between El Toro Road and the southerly City limit, on both the west and east sides.

Adjacent to the city, on Valencia between Calle de la Plata and Laguna Hills Drive, there is currently no sidewalk on the west side of the street adjacent to the Leisure World communities.

b. Pedestrian Issues, Opportunities, and Constraints

The relatively narrow sidewalks marked by poor placement of street furniture and utility poles are often virtually impassable.

Because Leisure World is a gated community and there are no direct pedestrian connections from the various neighborhoods into the adjacent commercial areas (except for the pedestrian gate near the Administration Building) Leisure World residents have to use the public roadway system to walk to principal destinations within the city.

The lack of, or substandard nature, of sidewalks makes walking to many destinations a difficult proposition. This is particularly the case on El Toro Road between Moulton Parkway and Valencia where Leisure World residents from Gate 1 and Gate 5 need to access church,

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institutional, recreational, and major shopping/commercial destinations along this stretch of El Toro Road. The poor pedestrian environment along this stretch of El Toro Road is exacerbated by the narrow sidewalks being located immediately adjacent to fast moving traffic on a major arterial highway, particularly problematical given the average older age of City of Laguna Woods residents. Residents also have expressed difficulty crossing this stretch of El Toro Road

Those seniors who live close enough and prefer to walk to destinations would walk more if they felt safer and if basic amenities like sidewalks were more available. This was confirmed in the City of Laguna Woods household survey, with 15% of respondents stating they would walk if they were unable to drive.

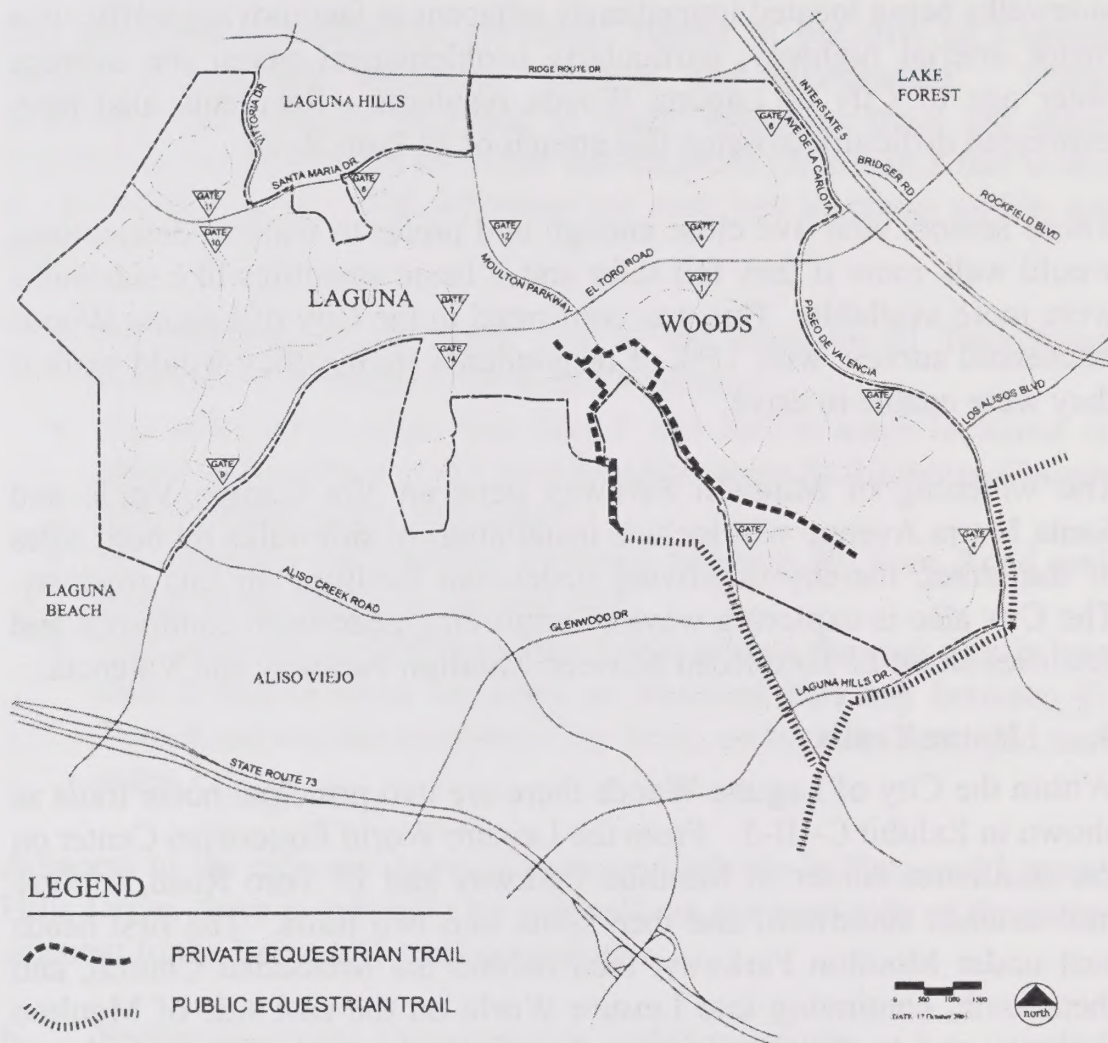
The widening of Moulton Parkway between Via Campo Verde and Santa Maria Avenue will include installation of sidewalks on both sides of the street, thereby improving pedestrian facilities on this roadway. The City also is exploring ways of improving pedestrian conditions and facilities along El Toro Road between Moulton Parkway and Valencia.

3. Horse Trails

Within the City of Laguna Woods there are two principal horse trails as shown in Exhibit C-III-5. From the Leisure World Equestrian Center on the southwest corner of Moulton Parkway and El Toro Road, a horse trail extends southward and then splits into two trails. The first heads east under Moulton Parkway, then behind the Methodist Church, and then south, continuing into Leisure World on the east side of Moulton Parkway and to the area of Gate 3 at Calle Aragon. The second trail continues south adjacent to the Aliso Viejo Golf course before heading east to Moulton Parkway near the southerly City limit. This trail then continues south of the City along the west side of Moulton Parkway to join the Aliso Creek trail. This trail extends south along Aliso Creek and east along the north side of Laguna Hills Drive, north on the east side of Paseo de Valencia, and then northerly along Aliso Creek.

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Exhibit C-III- 5: Existing Horse Trails



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4. Multi-Purpose Trails

a. Existing Golf Cart Paths

A number of Leisure World residents own golf carts used primarily for recreational golf purposes. There are currently three signed golf cart crossings of public roadways at the following locations:

- Across El Toro Road at Calle Sonora (Gates 7 and 14);
- Across El Toro Road at Avenida Sevilla (Gates 1 and 5);
- Across Moulton Parkway at Gate 12 (golf course entrance).

There is also a short golf cart path running directly from Gate 7 at Calle Sonora down the hill to the golf driving range on the west side of Moulton Parkway and continuing to the intersection of Moulton Parkway at Gate 12. This golf cart path is part of the Leisure World Community, although located outside the walls.

b. Multi-purpose trails and Alternative Vehicles Issues, Opportunities and Constraints

There is a desire from the public to be able to use golf carts and alternative vehicles more easily throughout the City of Laguna Woods. Some residents would like to directly access commercial areas on foot or on golf carts and alternative vehicles. Others would like to use alternative vehicles to access available transportation services from their homes. Other requests include:

- Additional multi-purpose trail and alternative vehicle crossings on the main arterial streets of El Toro and Moulton Parkway;
- Additional alternative vehicle park-n-ride lots at main transit stops;
- Alternative vehicles lanes, especially to Vons and Longs shopping centers, Home Depot, Laguna Hills Mall, and local facilities.

There is also an identified need for special areas for alternative vehicles parking, particularly at shopping destinations but also including churches and other facilities. Additionally, there are concerns that the park and ride facilities at the Laguna Hills Transportation Center are not secure for alternative vehicles.

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The El Toro Road study currently being conducted by the City of Laguna Woods includes a feasibility study for a multi purpose trail along El Toro Road between Calle Sonora and Paseo de Valencia that could include provisions for alternative vehicles and providing access to various destinations along this stretch of El Toro Road.

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IV. SUB-ELEMENT – Utilities and Services

A. Storm Drains

Stormwater run-off is carried in a stormdrain system within the rights-of-way of public streets in the City. The City of Laguna Woods is responsible for maintenance of the system.

The public storm drain system includes a catchbasin at the southeastern corner of Moulton Parkway and El Toro Road which channels water into a 42-inch reinforced concrete pipe. The 42-inch drain runs east on El Toro Road and connects with a larger 72-inch reinforced concrete pipe west of Sevilla Avenue. The 72-inch storm drain travels north to Ridge Route Drive, crosses under Ridge Route Drive and outlets into Veeh reservoir in Laguna Hills, within the San Diego Creek watershed.

Parcels indicated for future development in the Land Use Element of the General Plan ultimately drain northwesterly, toward San Diego Creek, through a street/gutter system and the local storm drain facilities. Parcel 1 drains east through an existing culvert where it then connects to a storm drain in Ridge Route Drive and outlets into Veeh Reservoir to the northwest in the City of Laguna Hills. Parcels 2, 3, and 9 drain through a culvert under Moulton Parkway and across the Leisure World Golf Course to Ridge Route Drive where water enters an existing storm drain that empties into Veeh Reservoir in Laguna Hills.

Storm water from Parcels 4, 5, 6, 7, and 8 drains east via a culvert under Moulton Parkway which connects to a storm drain in Avenue Carmel, then travels north and connects to the drain in El Toro Road that ultimately drains into the Veeh reservoir. Due to the capacity problems in the existing stormdrain system in El Toro Road and the storm drain system that leads to Veeh reservoir, Parcel 5 serves as a retention basin for adjacent parcels to the west. This allows for water to be retained until such time as the capacity of the storm drain allows water to flow into the reservoir.

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B. Water

The El Toro Water District provides the consumers of the City of Laguna Woods with domestic water supply in conformance with all State and federal regulatory requirements. As a constituent member of the Municipal Water District of Orange County (MWDOC), the El Toro Water District receives water from the Metropolitan Water District of Southern California (MWDSC) that imports water from both the Colorado River and northern California. Imported water is transported by pipeline from a MWDSC Treatment Plan located in Yorba Linda directly into the El Toro Water District Transmission System for delivery to the consumer and/or into the El Toro Reservoir in the City of Mission Viejo where the water is used for daily operating and emergency storage purposes.

Commercial users in the City of Laguna Woods consume 387,770 gallons of water per day, an average of 0.46 gallons per square foot of building area. Residential users in the City of Laguna Woods consume 3,260,000 gallons per day, an average of 246 gallons per day per dwelling.

C. Sanitary Sewers

The El Toro Water District owns and operates sanitary sewer lines serving the City of Laguna Woods. The District operates a treatment plant in the City that recycles ten percent (10%) of all wastewater for beneficial reuse. The effluent from the balance of the wastewater is discharged, after treatment, into the Pacific Ocean through an outfall pipe 7,900 feet offshore and southwest of the mouth of Aliso Creek. The biosolids from El Toro Water District sewers in the City of Laguna Woods are transported by truck to the Laguna Niguel Joint Regional Treatment Coastal Treatment Plant of the South Orange County Wastewater Authority (SOCWA).

The ETWD estimates that sewage generation from residential uses is equal to 75% of residential water consumption, and sewage from commercial uses equal to 90% of commercial water consumption. Based on water consumption numbers (Section B, above), it can be estimated that commercial users generate 348,993 gallons of sewage per day, an average of 0.42 gallons per square foot of building area.

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Residential users generate approximately 2,445,000 gallons per day, an average of 184 gallons per day per dwelling.

D. Natural Gas

The Southern California Gas Company provides natural gas service to the City of Laguna Woods via existing 4" gas mains in Ridge Route Drive, Moulton Parkway, and El Toro Road. The Gas Company indicates that future development in the City will be served through existing, or the extension of existing, gas mains and/or service lines.

Estimated consumption rates for natural gas are based on average figures provided by the South Coast Air Quality Management District¹ (SCAQMD). Residential consumption is broken down into single and multi-family units. Single-family units consume, on average, 6,665 cubic feet of natural gas per unit per month while multi-family units consume 4,011.5 cubic feet per unit per month. Commercial/office consumption rates average 24 cubic feet per square foot per year and retail consumption rates average 34.8 cubic feet per square foot per year.

E. Electricity

Southern California Edison provides electricity to the City of Laguna Woods. The City is served by electrical substations near the intersection of El Toro and Aliso Creek Roads in Laguna Beach, and at 24731 Bridger Drive in Lake Forest. Both stations step down from 66 kilovolts to 12 kilovolts for local service.

Based on average consumption by building type provided by the SCAQMD², a total of 74,562,378 kWh per year (5,626.5 kWh/unit) are consumed in the 13,252 residential units in the City. Office users consume an average 12.95 kWh per square foot per year, a total of 4,922,955 kWh per year. Retail uses consume 13.55 kWh per square foot, for a total of 6,295,737 kWh per year. Total consumption in the City for all types of land use is estimated to be 85,781,070 kWh per year.

¹ Table A9-12-A, Appendix 9, SCAQMD CEQA Air Quality Handbook, adopted April 1993. Consumption averages are based on The Gas Company's average usage rates.

² Table A9-11-A, Appendix 9, SCAQMD CEQA Air Quality Handbook, adopted April 1993. Consumption averages are based on SCE and Los Angeles Department of Water and Power usage rates.

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F. Television Cable

Rossmoor Electric provides television cable services within the Leisure World community. Alterra Wynwood, Renaissance at the Regency, and The Fountains residential communities are served by Cox Communications based in Rancho Santa Margarita.

G. Telephone

Pacific Bell Telephone Company provides the telephone service throughout the City of Laguna Woods.

H. Solid Waste

Solid waste collection service in the City of Laguna Woods is provided by Waste Management of Orange County and the Solag/C&N Disposal, Inc. Waste is transported to the Frank R. Bowerman Landfill, located approximately four miles north of Interstate 5 in Irvine. Green waste is transported to the Sunset Environmental site in Irvine.

The 725-acre Frank R. Bowerman Landfill opened in 1990 with 326 acres permitted for refuse disposal and is scheduled to close in approximately 2024. The Integrated Waste Management Department, however, is conducting a study that may extend the life and disposal capacity of the landfill. A public park is the planned end use of the site.

The landfill is open Monday through Saturday for commercial customers only. The landfill has capacity to accept up to 8,500 tons of waste on a given day; however, pursuant to a settlement agreement with the City of Irvine, the maximum that may be accepted annually is based on 7,519 tons per day beginning in 2002, and increasing each year until 2009 when the maximum will be based on an average of 8,640 tons per day.

In 2000, solid waste (disposal) generated in the City totaled 10,526.44 tons. Of this, 9,414.64 tons were generated from residences and the remaining 1,111.80 tons were commercially generated. Recyclable waste (diversion) totaled 12,212.32 tons that included 12,106.41 tons of residential recyclable waste and 1,057.36 tons of commercial recyclable waste. It is estimated that residents in the City of Laguna Woods produce an average of 0.57 tons of waste per year per resident.

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Commercial waste in the City of Laguna Woods is generated at an averaged rate of 0.46 tons of waste per acre annually.

I. Educational Facilities

The City of Laguna Woods is located within two school districts: the Saddleback Valley Unified School District (SVUSD) and the Laguna Beach Unified School District (LBUSD). The majority of the City is served by the Saddleback Unified School District that has an enrollment of approximately 35,000 students throughout their elementary, intermediate, and senior high schools. However, because of seniors-only age-restrictions applicable to most existing residences in City, the existing population does not include children of elementary, intermediate, or high school ages.

J. Library Services

Presently, residents of the City of Laguna Woods may utilize all branch libraries operated by the Orange County Public Library. A mini-branch library is located within the City of Laguna Woods City Hall. The nearest branches to the City of Laguna Hills are the El Toro branch in Lake Forest, and the Aliso Viejo branch. Residents can also utilize the Mission Viejo branch, which is owned and operated by the City of Mission Viejo.

CONSERVATION ELEMENT

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CONSERVATION ELEMENT

I. INTRODUCTION

California law requires that a conservation element be prepared as part of a city's General Plan as follows:

Government Code Section 65580 (d): A conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies, which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared. Coordination shall include the discussion and evaluation of any water supply and demand information described in Section 65352.5, if that information has been submitted by the water agency to the city or county.

The Conservation Element sets forth a strategy for the protection, conservation, and management of natural resources including water, soils, wildlife, and minerals to the extent possible at the local level. For an urbanized area such as the City of Laguna Woods, the scope of the Conservation Element has been modified to include air quality and waste management issues and local historical, paleontological, and archaeological resources.

The Conservation Element is organized into two sections:

Policy Document

The Policy Document identifies a course of action for preserving natural and cultural resources. The course of action is defined through a series of "Objectives", "Policies", and "Implementation Measures".

Objectives are broad statements on the community's expectations about the City's role and future direction in managing these resources.

Policies stated in the Conservation Element suggest possible strategies for achieving results consistent with each defined objective.

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Implementation Measures are specific, discreet actions to be taken as part of the strategy for achieving each defined objective appropriate to protecting, preserving, and managing cultural and natural resources.

Background Report

The Background Report identifies and describes existing cultural and natural resources whose preservation and management are appropriately of concern to decision makers in the City of Laguna Woods. In addition to state mandated components, the Conservation Element includes air quality and solid waste reduction and recycling discussion appropriate to urbanizing areas such as the City of Laguna Woods.

The *Existing Conditions* section of the Background Report provides the social and physical context within which the cultural and natural resources of the City are found.

The *Natural Resources* section of the Background Report describes each natural resource of significance to the City. An appreciation of this significance is important in determining a future course of action for managing and preserving these resources. *Cultural Resources* provides an overview of historical, archaeological, and paleontological data of relevance in the City of Laguna Woods.

Issues, Opportunities, and Constraints are factors taken into account in preparing the future-oriented Policy Document of the Conservation Element. *Issues, Opportunities, and Constraints* include input received from participants in a series of General Plan community workshops and from professional planners' inventory and analysis of the City of Laguna Woods environment.

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II. POLICY DOCUMENT

The Policy Document of the Conservation Element provides direction for conserving, managing, and preserving natural resources. The Policy Document assists in reconciling conflicts between land development pressures and the desire to preserve natural resources.

Objective I: Preserve and enhance the environment.

Policy I.A: Protect existing riparian and wildlife habitats.

**Implementation
Measure:**

I.A.1 Revise the Zoning Ordinance as required to preclude establishment of land uses and construction of buildings within the flood plain of Aliso Creek that would disturb its natural state.

I.A.2 Work with the Orange County Flood Control District to employ flood control devices that will maintain Aliso Creek and its flood plain in a natural state.

I.A.3 Revise the Zoning Ordinance to require preservation of wildlife and riparian habitats.

Policy I.B: Cooperate with other cities, governmental units, and private organizations in protecting natural resources of area-wide or regional significance.

**Implementation
Measure:**

I.B.1 Enlist the participation of neighboring cities in developing a strategy for ensuring that the Laguna Laurel property is preserved as permanent open space and wildlife habitat.

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- I.B.2 Evaluate the feasibility of annexing the Laguna Laurel property into the City of Laguna Woods.
- I.B.3 Actively participate with other cities, governmental entities, and organizations to establish a wildlife corridor from the mountains to the ocean and including the former Marine Corps Air Station – El Toro.
- I.B.4 Revise the Zoning Ordinance to retain the Southern California Edison right-of-way at the southwesterly boundaries of the City as open space and include prohibitions on commercial uses of open space.

Objective II: Reduce air pollution

Policy II.A Cooperate with governmental agencies at the local, County, and State level in attaining established goals for air quality.

**Implementation
Measure:**

- II.A.1 Adopt Zoning and Subdivision Ordinance provisions requiring that new development and reuse projects accommodate and promote transportation alternatives to the private automobile.
- II.A.2 Work with local bus service providers to increase ridership by accommodating construction of bus turnouts, transfer stations, and bus shelters.
- II.A.3 Actively participate with bus service providers to make bus travel convenient and user-friendly through installation of readily visible identification signs at bus stops and transfer stations, publication and

CONSERVATION ELEMENT

dissemination of understandable schedules, and operation of a passenger help line.

- II.A.4 Implement mitigation measures in the Air Quality Management Plan of the South Coast Air Quality Management District.

Objective III. Reduce water pollution.

Policy III.A Cooperate with governmental agencies at the local, County, and State level in attaining established goals for surface and receiving water quality.

Implementation Measure:

III.A.1 Actively participate with surrounding cities and resource agencies in developing and implementing watershed studies and management plans to reduce pollutant levels in Aliso Creek.

III.A.2 Enforce provisions of the National Pollutant Discharge Elimination System to reduce pollutant run-off into natural and storm drain systems.

Objective IV: Encourage energy conservation and promote alternative sources of energy.

Policy IV.A Identify opportunities available at the local level for reducing consumption of non-renewable energy resources.

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Implementation Measure:

IV.A.1 Pursue funding for local energy conservation education programs.

Policy IV.B Identify opportunities for securing a reliable supply of energy at reasonable cost.

Implementation Measure:

IV.B.1 Consider alternative electric power sources and their respective costs to determine the feasibility of localized generation.

IV.B.2 Pursue funding for developing alternative energy sources.

Objective V: Reduce the amount of solid waste being sent to landfills.

Policy V.A Promote solid waste recycling so as to exceed source reduction and recovery requirements mandated by Assembly Bill 939.

Implementation Measure:

V.A.1 Provide information on recycling programs to residents and businesses on a regular basis.

V.A.2 Work with waste hauling operators to ensure compliance with local requirements for state-mandated waste reduction.

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- V.A.3 Work with solid waste generators to reduce waste at the source and to increase recovery of recyclable materials.
- V.A.4 Provide adequate means and opportunities for collection and disposal of household hazardous materials.

CONSERVATION ELEMENT

III. BACKGROUND REPORT

A. Existing Conditions

The City of Laguna Woods is nearly built-out with residential and commercial uses including roads, golf courses and other man made features. The terrain throughout the City consists of gradual and varying slopes, hills, and low-lying areas. Three identifiable plant communities exist in the City: urban or non-native landscaping, which represents approximately 98% of the vegetation, and coastal sage scrub and riparian habitats.

The most significant natural water resource within the City of Laguna Woods is Aliso Creek. The Creek begins in the Santa Ana Mountains and traverses nineteen miles to its confluence with the Pacific Ocean in South Laguna. It transects the southeastern portion of the City for approximately one-half mile and is maintained, predominantly, in a natural state.

There are five identified archeological sites in the City of Laguna Woods, however, all have been determined to be insignificant, disturbed and/or destroyed. Due to the regions history of alluvium soil deposits, and exposed bedrock, there are also areas in and around the City that have been known to produce paleontology resources as well. Information regarding natural and cultural resources and other topical issues are described in greater detail in the following pages and should be utilized as background information to understand and implement the policy document's *Objectives, Policies and Implementation Measures* or as reference material for land development projects.

B. Natural Resources

Water Supply

The El Toro Water District (ETWD) is the responsible agency for providing water service to the City of Laguna Woods as well as surrounding areas. The District was formed in 1960, and currently serves water and wastewater systems in the Cities of Laguna Woods, Laguna Hills, Lake Forest, Aliso Viejo and Mission Viejo.

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Approximately 85 percent of the connections in the City of Laguna Woods are for residential users, with the balance made up of commercial, industrial, public and landscape irrigation users.

As a constituent agency of the Municipal Water District of Orange County, which is a wholesale importer of water from the Metropolitan Water District, ETWD supplies are a blend of imported water from the Colorado River and northern California. This imported water is transported via pipeline from a Yorba Linda reservoir to the ETWD reservoir located in the City of Mission Viejo near Alicia Parkway.

ETWD also operates the Water Recycling Plant located near the southeast corner of Moulton Parkway and Ridge Route Road, surrounded by the Leisure World golf course. Approximately 10 percent of all wastewater collected by ETWD is recycled for uses such as irrigation. Currently, water is supplied from the plant for irrigation purposes for the Leisure World golf course and Leisure World driving range. Expansion plans are underway to provide a tertiary treatment facility to process wastewater that can be used for commercial and public recreation applications.

Local Hydrology

Two primary “beneficial uses”, or priority recipients of water supplies, have been designated within the Aliso Creek groundwater basin of which the City of Laguna Woods is a part. The first beneficial use designation is for the municipal and domestic supply, including use of water for fire suppression, institutional and residential water supply. The second designation is for agricultural supply and includes uses of water for farming, horticulture, or ranching including, but not limited to, irrigation, stock watering, or support of vegetation for range grazing. During a period of drought, human consumption would have first priority under the hierarchical structure of “beneficial uses”.

Although portions of the City of Laguna Woods are included within the Laguna Canyon Creek and Upper San Diego Creek watershed, the majority of land in the City falls within the Aliso Creek watershed that carries rainfall and urban runoff as it flows to the Pacific Ocean. In the City of Laguna Woods, run-off is conveyed to the Creek through a series

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of storm drains. Dairy Fork is the major storm drain in the City. It drains the Cities of Lake Forest and Laguna Hills before entering the City of Laguna Woods. The confluence of Dairy Fork and Aliso Creek is to the immediate south of the City of Laguna Woods in the vicinity of the intersection of Laguna Hills Drive and Moulton Parkway.

Water Quality

With the passage of the Porter-Cologne Water Quality Act in 1969, the State gave to the State Water Quality Control Board and its regional component boards regulatory authority over monitoring of surface and receiving water quality and enforcement tools. The Santa Ana and San Diego Regional Water Quality Control Boards are primarily responsible for the monitoring and enforcement activities related to storm water and urban water discharges for the City of Laguna Woods.

The State Water Resources Control Board, the Regional Water Quality Control Board and the Orange County Department of Health Services perform surface and receiving water quality measurement and monitoring. ETWD provides an annual Drinking Water Quality report, which is sent to all water customers within the District. The water supplied by ETWD for domestic use meets or exceeds all federal and State regulations and standards.

Pursuant to the national Clean Water Act of 1972, and amendments adopted in 1987, the Environmental Protection Agency developed a plan to monitor and control water pollution. The plan, which is administered by the Regional Water Quality Control Boards within the state, requires municipalities and developers to obtain permits and to develop water run-off and water quality plans which outline Best Management Practices (BMP's) to reduce contamination of receiving waters from storm-water runoff. The final receiving water for runoff within the City of Laguna Woods and environs is the Pacific Ocean.

In late 2000, the California Water Quality Control Board issued an order to cities within the Aliso Creek watershed to address the issue of pollution of offshore ocean waters due to pollution sources within the Aliso Creek watershed. The order included a requirement to develop a plan to improve water quality within the watershed. The various

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jurisdictions within the Aliso Creek watershed met and developed a response and a plan pursuant to the Water Quality Board's order.

Section 402 of the Clean Water Act also requires adherence to the National Pollution Discharge Elimination System (NPDES) in which the City of Laguna Woods is the responsible agency for urban sources of pollutants that may be discharged into City storm drains and eventually Aliso Creek. The City is a co-permittee of the County of Orange's NPDES permit. The NPDES permit requires the City to reduce discharges of pollutants and runoff flow during each of three phases of urban development: planning, construction, and during use of the site. Specifications to be implemented by the permittee, i.e., the City of Laguna Woods, are outlined in the County of Orange Drainage Area Management Plan.

Flood Control

Flood control within the City and throughout the County is provided by the Orange County Flood Control District. Areas subject to flooding have been identified on Flood Insurance Rate Maps prepared by the Federal Emergency Management Agency (FEMA). Those maps are periodically updated to reflect recent development and flood control projects as they are upgraded or completed. The most recently updated maps for the City of Laguna Woods identify two categories of flood areas within the City:

Zone A – Areas inundated by a 100-year flood, but for which base flood elevations have not been determined; and

Zone X – Areas subject to inundation by a 100-year flood with an average depth of less than one foot.

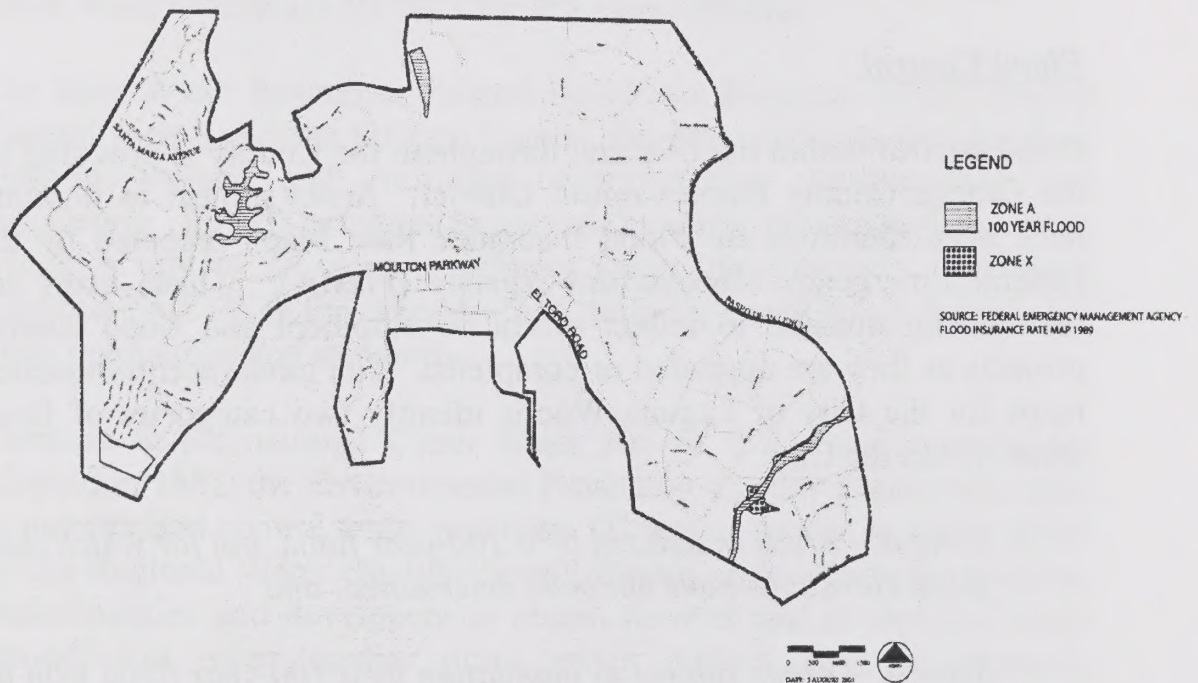
Zones A and X identified on the FEMA maps include portions of the Leisure World Executive Golf Course, a small portion of the creek bed at Bahia Blanca West, the El Toro Water District recycled water storage basin east of Moulton Parkway, and areas along Aliso Creek. A small portion of Zone X extends beyond the Aliso Creek channel in the vicinity of Avenida Sevilla and Ronda Sevilla, and two residential units are located within that area. Those units are required to secure flood

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hazard insurance. Areas in the City of Laguna Woods that are subject to flooding are shown on *Exhibit CO-1: Flood Hazard Zones*.

The Aliso Creek watershed covers an area of 23,000 acres. In the early 1970's, the County of Orange recognized the potential benefits of Aliso Creek as well as the impending development pressures within the Aliso Creek watershed. As a result, the County prepared and adopted the Aliso Creek Corridor Specific Plan that was approved by the County Board of Supervisors on July 19, 1978. The portion of the Aliso Creek Corridor Specific Plan within the City of Laguna Woods is designated for joint Flood Plain and Recreation uses.

Exhibit CO - 1: Flood Hazard Zones



Land Resources

The City of Laguna Woods is nearly built-out. The City and surrounding areas were developed in the generally flat portions of the Saddleback Valley between the San Joaquin Hills to the west and the Santa Ana

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Mountains to the east. The City is mostly devoid of natural hillsides, valleys and canyons, having been substantially graded and developed. Although fertile soils are known to exist along Aliso Creek, previous development precludes classification of this area as an agricultural resource. No Mineral Resource Zones as defined by the State Surface Mining and Reclamation Act have been identified in the City of Laguna Woods.

Areas of natural topography in the City include the Edison right-of-way along the southwesterly City boundary, and an approximate one-acre slope located north of El Toro Road and southeasterly of the El Toro Water District water tanks, and an undeveloped 23-acre parcel west of Moulton Parkway and south of El Toro Road. These 23 acres consists of natural and disturbed topography and vegetation and are used in part to meet wetland mitigation requirements for the nearby Aliso Viejo golf course.

Some manufactured 2-to-1 (1 foot vertical rise for each 2 feet of horizontal run) graded slopes exist in the newer developed portions of the City to the north and west of El Toro Road and Moulton Parkway. The earliest development within the City occurred on the flatter terrain adjacent to El Toro Road, Moulton Parkway and along Paseo de Valencia. As the City developed, new construction was extended to the hillside areas along the north side of the southwesterly extension of El Toro Road.

A significant resource in terms of natural landforms and vegetation exists within the Laguna Greenbelt on the westerly edge of the City. Public interest groups and individuals residing primarily within the City of Laguna Beach developed the Greenbelt during the 1960's. Over the years, the importance of the Greenbelt has been recognized throughout south Orange County, and the County and State have formalized plans for the Greenbelt through the implementation of a series of regional and state parks and wilderness areas.

Within the vicinity of the City of Laguna Woods, the Greenbelt encompasses Laguna Coast Wilderness Park and the Aliso and Wood Canyons Wilderness Park. Although only a small portion of the Laguna Greenbelt is located in the western portion of the City (the Edison

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easement), the Greenbelt is immediately adjacent to the City boundaries and provides a visual asset to City residents as well as a recognizable delineation of City limits and urban development along the western borders of the City.

The 175-acre Laguna Laurel parcel adjacent to the City of Laguna Woods' western border at the end of Santa Maria Road could provide access from the City of Laguna Woods into the Laguna Coast Wilderness Park. Although previously entitled for residential development, the owner has granted a conservation easement over the property that will keep the property in its natural state. The Laguna Canyon Foundation and the City of Laguna Woods are working to add the Laguna Laurel parcel to the Laguna Coast Wilderness Park.

Vegetation and Wildlife Habitat

A portion of the City of Laguna Woods is located within and adjacent to the coastal hills of southern Orange County identified as the San Joaquin Hills on the United States Geological Survey maps. The coastal hills region encompasses a range of Upper Sonoran terrestrial habitats from coastal sage scrub to riparian habitat. Gentle rolling hills covered with grasslands, coastal sage scrub and chaparral are characteristic of the undeveloped portion of this region. The City is predominantly developed, and relatively few natural habitats remain within the City boundaries.

In general, native plant communities with more vegetation layers and more plant species provide higher value wildlife habitat than plant communities that are non-native or man made such as urban landscaped environments. The native and complex plant communities tend to provide more niches for wildlife and usually support more animal species than less complex communities.

The area with the greatest concentration of native vegetation, coastal sage scrub, is on a forty-five acre parcel located along the southwesterly City boundary. This parcel is owned by Southern California Edison and occupied by power transmission poles and lines. The native vegetation is contiguous with extensive sage scrub habitat in the Laguna Coast Wilderness. Other areas that may contain coastal sage include a vacant

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23-acre parcel south of El Toro Road and west of Moulton Parkway, which is currently owned by the Golden Rain Foundation.

Sensitive biological resources include species that have been given special recognition by federal, State and local resource conservation agencies and organizations due to declining, limited or threatened populations as a result of habitat reduction due to urbanization. The State Department of Fish and Game and the U. S. Fish and Wildlife Service designate the status of sensitive species as follows:

Endangered – Species that are in danger of extinction throughout all or a portion of their range.

Threatened – Species that are likely to become endangered within the near future.

Candidate – Species that are under review for listing as threatened or endangered.

Coastal sage scrub is considered a sensitive habitat where it supports populations of sensitive species. California gnatcatchers are a federally listed *Threatened* species that nest only in coastal sage scrub and have been observed throughout the San Joaquin Hills. Because the coastal sage scrub community is considered critical habitat for a federally listed species, a certified biologist should survey areas in the City that might contain this plant community and an official determination should be obtained by the appropriate resource agencies prior to any development approvals. Impacts to this habitat may be considered significant under the California Environmental Quality Act and the Endangered Species Act. Mitigation for impacts to this habitat may be available through in lieu fee programs established by the Orange County Coastal Area Natural Communities Conservation Plan.

Aliso Creek is another significant biological resource. Riparian native and non-native vegetation occurs over approximately 14 acres along the creek, which passes through the southeast section of the City. The creek is a water source and a potential movement corridor for area wildlife. Because of the variety of niches found in riparian zones, they often support a greater abundance and diversity of wildlife than other habitats.

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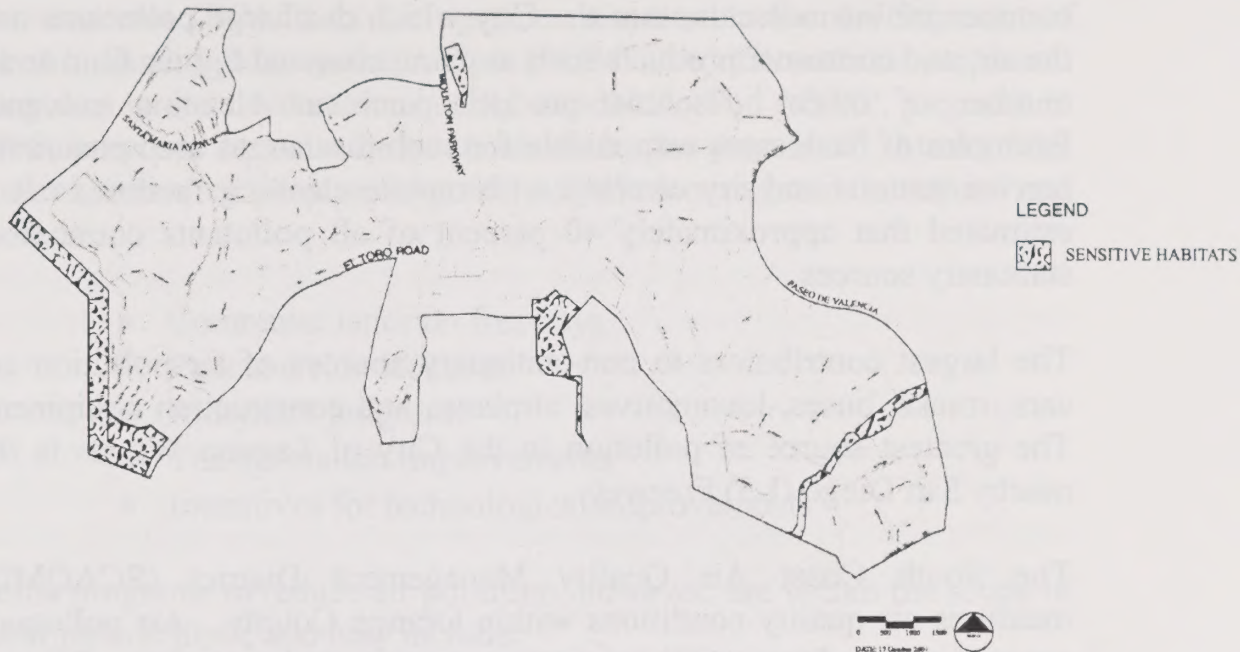
Land birds, mammals and amphibians use these corridors for moving from habitat patch to habitat patch. These movement corridors are important in maintaining gene flow between otherwise isolated populations and ultimately in helping to prevent local extinctions in these isolated habitats.

Due to its wildlife value, riparian communities are considered to be sensitive habitat and are heavily regulated by State and federal resource agencies. Regulatory authority for Aliso Creek is under the jurisdiction of the U.S. Army Corps of Engineers (USACE) and the California Department of Fish and Game (CDFG). Any proposed activity within or adjacent to Aliso Creek may require a USACE permit to dredge or fill and a CDFG Streambed Alteration Agreement. As part of the permit and agreement applications, a formal delineation of the jurisdictional boundaries would be needed, along with an analysis of impacts, a description of efforts to avoid and/or minimize impacts, and mitigation measures.

Areas in the City that are known to contain sensitive habitats such as riparian or coastal sage scrub are shown on *Exhibit CO-2, Significant Habitats*.

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Exhibit CO - 2: Significant Habitats



Climate and Air Quality

Climate is a primary factor in the decision by the City of Laguna Woods residents to live within the area. The area lies within a Mediterranean Climatic Zone that is characterized by year-round mild to warm temperatures and light winds. Dominant wind pattern is daytime, offshore breezes from the northwest. The wind pattern is occasionally broken by very strong Santa Ana winds from the northeasterly direction, resulting in wind velocities of up to 70 miles per hour, and increases in temperatures of up to 100 degrees Fahrenheit. The Santa Ana winds typically occur during the autumn and winter months and result in very hazardous potential for wild land fires, as evidenced by the destructive Laguna Beach fires of October, 1993.

The predominant ocean breezes assist in the dispersal of airborne pollutants. However, occasionally, an inversion layer of warm air overlapping the cool marine air traps pollutants, resulting in poor air quality, particularly during the summer months.

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Air pollution is the result of stationary and non-stationary sources. Stationary sources include such items as surrounding industrial, commercial businesses within the City which discharge pollutants into the air, and consumer products such as paint, charcoal lighter fluid and a number of other household products such as cleaning solvents. Examples of businesses responsible for such discharges are restaurants, service stations and dry cleaners with on-site cleaning facilities. It is estimated that approximately 40 percent of all pollutants come from stationary sources.

The largest contributors to non-stationary sources of air pollution are cars, trucks, buses, locomotives, airplanes and construction equipment. The greatest source of pollution in the City of Laguna Woods is the nearby San Diego (I-5) Freeway.

The South Coast Air Quality Management District (SCAQMD) measures air quality conditions within Orange County. Air pollutants are comprised of two major categories: primary and secondary. Primary pollutants are emitted directly from sources, and include carbon monoxide, reactive organic gases, nitrogen oxides, sulfur oxides and particulate matter. Secondary pollutants are formed by chemical and photochemical reactions in the atmosphere. Ozone and nitrogen dioxide are the principal secondary pollutants.

The State Air Quality Control Board monitors pollutants at locations throughout the State. For the south Orange County area, three stations monitor different pollutants. The El Toro station, located at the Orange County Fire Authority station on the east side of El Toro Road and south of Jeronimo Road, monitors ozone, carbon monoxide, particulates and sulfates. The Costa Mesa station monitors nitrogen oxides and sulfur oxides. The Anaheim station monitors lead.

In addition to their air quality monitoring, the SCAQMD is responsible for issuing permits to businesses that are determined to be stationary sources of air emissions.

Air pollution and air quality are regional phenomena, and local agencies must rely on the efforts of regional, statewide and federal agencies for control. The Federal Clean Air Act requires states to develop plans to

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reach air quality goals and standards. The California Legislature has designated the SCAQMD and the Southern California Association of Governments (SCAG) as the agencies responsible for development of the Air Quality Management Plan (AQMP), which outlines steps and programs to meet federal air quality standards. The AQMP, prepared in 1998, proposed to attain those standards by the year 2007. Most of the control measures proposed by the AQMP are regional in nature and include:

- Commuter lanes on freeways
- Park and ride facilities
- Rideshare programs
- Transportation improvements
- Incentives for technological improvements

Some programs to reduce air pollution, however, are within the scope of local jurisdictions, and may include:

- Development of riding and hiking trails
- Alternatives to gasoline engines, such as electric vehicles and use of propane gas
- Land use controls to foster better building design and more efficient energy use
- Adoption of a Transportation Demand Management (TDM) program to encourage non-residential land users to provide incentives to employees to car pool and to use alternative transportation modes
- Street and intersection improvements to facilitate more efficient traffic movements

C. Cultural Resources

Historical Resources

The City of Laguna Woods is relatively new, with the first dwelling units having been constructed during the early 1960's. However, the region enjoys a strong historical tradition associated with the Spanish missionaries and the ranching activities dating to the early Spanish land grants. Surrounding sites of historical interest include: Heritage Hill

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located at Trabuco Road and Lake Forest Drive, Mission San Juan Capistrano, the Richard Henry Dana monument in Dana Point Harbor and the Cottages at Crystal Cove State Beach (listed on the National Register of Historic Places) located north of Laguna Beach.

Even though the City does not contain sites that are included on State or federal historical registries, some structures and sites do exist which are significant for their historical or cultural value to local residents. The Leisure World Historical Society operates from a building for which they raised funds to construct. The Historical Society is located near Club House I on Calle Aragon, and includes display areas and archive storage. The Society has been active in identifying cultural and historical points of interest within the City and surrounding areas. In addition to the Historical Society building, some other significant sites suggested by the Society for consideration due to their cultural and/or historical significance include:

- Leisure World Art Gallery – located in Club House IV, it includes display of works by local artists. The facility is also home to the Laguna Hills Art Association, which included in its membership Nellie Gail Moulton, ancestor to the area's pioneer family.
- The Aliso Sycamore Tree – a 400-year old Sycamore tree of substantial size located within the Aliso Creek Greenbelt near Avenida Sevilla. The tree has been designated a historical landmark by the Aliso Canyon Chapter of the Daughters of the American Revolution and a plaque has been erected at the site.
- Serpentine Walk – a meandering walkway along the Aliso Creek within Leisure World, which includes plaques on several specimen trees.
- Golden Rain Trees – approximately eight remaining trees of the original 2,800 planted which are symbolic of the Golden Rain Foundation. The trees are located at various locations throughout the Leisure World community.
- Friendship Gate – a wrought iron gate located between the Laguna Country United Methodist Church and the Temple Judea. The gate

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was constructed in 1969 to celebrate the brotherhood between Christians and Jews.

Archaeological Resources

Archaeological resources consist of sites and artifacts that identify ancient human activity. Such sites typically contain one or more of the following: food remains, tools, waste from the manufacturing of tools, concentrations or alignment of stones, modification of rock surface and human skeletal remains. South Orange County has been rich in archaeological sites, particularly associated with native peoples and the mission period. Abundant sites have been identified in the San Juan Capistrano area, as well as along the coastline and along creek areas.

Records at the Institute of Archaeology at UCLA indicate eight archaeology sites within the Rossmore Leisure World Planned Community. All of those sites have been determined to be insignificant, disturbed and/or destroyed. Nevertheless, given the City's location in the region and the presence of Aliso Creek, the potential for future discoveries of such artifacts remains a possibility. Although the City is nearly built-out and the majority of the land within the City has been disturbed, there remains the possibility for development and redevelopment of existing land uses at some point in the future. Therefore, the implementation measures contained in this Element include a provision for the identification and protection of any archaeological artifacts in the event any are discovered in the future.

Paleontological Resources

Paleontological resources differ from archaeological resources in that they consist of sites and artifacts that show evidence of pre-human activity such as marine mammal fossils. Occasionally, they consist of small artifacts located on the surface of the soil but are more likely to be discovered during grading activities.

Geologic formations are the most important indicators of potential paleontological resources. The south Orange County area, particularly the area surrounding the current Cities of Laguna Woods, Laguna Hills, Lake Forest and Laguna Niguel have been identified as encompassing

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two general areas of sensitivity: The Laguna Hills-Dana Point District and the San Joaquin Hills District. Paleontologic resources were discovered during the construction of Phase I of Leisure World in the vicinity of Avenida Majorca. Bones of marine mammals, birds, fishes and large quantities of shark teeth were excavated and removed by paleontologists from the Los Angeles Natural History Museum in conjunction with the Phase I construction during 1963.

Significant paleontological finds were discovered in Costeau Park, located adjacent to Alicia Parkway in the City of Laguna Hills. Artifacts are on display at the nearby Plaza de La Paz located at the intersection of La Paz Road and Pacific Park Drive in the City of Laguna Niguel. Given the identification of the area as a sensitive paleontological area and the close proximity of known discoveries, an implementation measure has been included within this Element providing for the identification and preservation of paleontological resources that may be discovered in the future.

D. Issues, Opportunities And Constraints

This section identifies factors that will shape the City's efforts to protect and enhance natural and cultural resources. This information represents a compilation of input from participants at community workshops, data collected in field surveys by scientific specialists, and analysis by planning staff.

1. Issues

a. Waste Management and Reduction

As landfills reach capacity and new landfill sites become increasingly difficult to obtain, the need to reduce the amount of solid waste generated is critical. The California Integrated Waste Management Act of 1989 (AB 939) required all local jurisdictions to develop a Source Reduction and Recycling Element (SRRE) which would reduce solid wastes by specific amounts within given timeframes. Even though the act predated the incorporation of the City of Laguna Woods, it remains an important goal of the City to develop an SRRE and to other strategies for waste reduction and recycling.

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Community members perceive the need for reducing the amount of solid waste being hauled to landfills and for increasing opportunities for recycling. Increases in the numbers of recycling bins in residential neighborhoods is seen as the most direct means of improving participation in recycling programs to continue meeting state mandated municipal goals for waste source reduction.

b. Energy Conservation and Alternative Energy Sources

Availability of alternative sources of energy and energy conservation are issues important to residents and the business community. Solar, wind, and geothermal energy may provide alternatives to fossil fuels. Although energy use and consumption are national and statewide issues, the City may encourage adaptation of alternative energy sources for new construction projects. The City may serve as the facilitator of alternative energy and conservation programs.

c. Air and Water Pollution

Adverse health effects of air pollution are of concern to the City of Laguna Woods residents. Leisure World buses are perceived to be a significant local source of air pollution, particularly when idling during route layovers. Urban run-off containing pollutants continues to degrade Aliso Creek and the Regional Water Quality Control Board requires that cities within its watershed take appropriate steps in stemming pollutant discharge.

2. Opportunities

a. The City exists in an area characterized by a mild climate, resulting in lessened demand for energy resources as compared to areas in more severe climate zones.

b. The City is nearly completely built-out and demand for additional energy resources is not anticipated to increase dramatically over the coming years.

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c. *The City is located in an area rich in natural and cultural resources, and the existence of a well-developed transportation system ensures residents full access to those resources.*

d. *Tax incentives as well as relatively recent technical and scientific innovations in the field of water and energy conservation, provision of alternative fuel sources, and environmental protection measures present opportunities for better conservation and use of expendable resources.*

e. *The population of the City consists of predominantly retired individuals who have a wealth of career experience and life experience to provide assistance, ideas, voluntary and philanthropic opportunities to the City.*

f. *The presence of significant recreational and open space resources within the City and surrounding areas, such as Aliso Creek, Cleveland National Forest, the Pacific coastline and the wilderness parks, present recreational opportunities to the residents of the City.*

3. Constraints

a. *The City is dependent on other agencies and regions for the provision of basics services and resources such as water, gas and electric.*

b. *On-going water supply is likely to become more critical in future years given the potential for drought and recent court decisions limiting water allocations from the Colorado River.*

c. *Costs of expendable fuels and basic services are likely to increase in future years, which will have additional financial impacts on a population characterized by a high number of individuals on fixed-incomes.*

d. *The City currently experiences traffic congestion, with resultant air pollution, as a result of land uses in surrounding cities, and a road network that provides circulation to those who travel through the City without having destinations within the City.*

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e. Local resources that are used and/or needed by City of Laguna Woods residents are located in adjacent or regional jurisdictions; the City does not have decision-making authority over those jurisdictions and, therefore, City residents are impacted by decisions made by other local agencies.

f. As with other local corporate jurisdictions, the City is severely restrained by financial resources. The passage of Proposition 13 placed constraints on the City for raising revenues for the preservation and enhancement of resources.

OPEN SPACE ELEMENT

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OPEN SPACE ELEMENT

I. INTRODUCTION

California law (Government Code Section 65302) requires that an Open Space Element be prepared as one of the seven mandatory elements of the General Plan. Open Space is defined (Government Code Section 65560) as:

- ☐ Lands for the preservation of natural resources;
- ☐ Lands for the managed production of resources;
- ☐ Lands for outdoor recreation; and
- ☐ Lands for public health and safety.

The City of Laguna Woods Open Space Element provides for maintenance of lands for scenic beauty and wildlife habitat. The recreational needs of the community are also considered, and direction for meeting these needs is provided.

The Open Space Element is organized in two sections:

Policy Document

The Policy Document provides the guidance that allows the City to meet the open space and recreation needs of the community. Direction is provided in the form of “Objectives”, “Policies”, and “Implementation Measures”.

Desired outcomes are stated as Objectives in the Policy Document. These reflect the community’s expectations about the City’s role in providing open space and recreation opportunities. Policies set forth in this document suggest a basis for a range of possible strategies for achieving outcomes defined as Objectives. Implementation Measures are statements of specific actions to be taken, consistent with Policies, to achieve Objectives.

Background Report

The Background Report includes the *Current Setting* section describing existing open space areas and recreational opportunities in and around the City of Laguna Woods.

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The *Issues, Opportunities, and Constraints* section identifies the factors that shaped the future-oriented Policy Document component of the Open Space Element. This section is derived from input of participants at a series of General Plan community workshops and based on analysis by planning staff. *Issues, Opportunities, and Constraints* are key considerations that shaped the Policy Document.

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II. POLICY DOCUMENT

A. Objectives, Policies, and Implementation Measures

The future direction of the City in matters related to open space and recreation is broadly defined by Objectives set forth in this section. Objectives reflect the community's aspirations for enhancing open space and recreational opportunities in the City of Laguna Woods.

Policies in this section suggest courses of action for seizing opportunities that will move the City toward achieving Objectives set forth in the Open Space Element consistent with the overall development scenario of the General Plan.

Implementation Measures are specific actions to be taken to achieve Objectives. They are specific, discreet steps that may be included in the City's work programs consistent with adoption of annual municipal budgets. Implementation Measures typically involve capital improvement and public services programs.

Objective I: Provide access to recreational opportunities for the unique population of the City of Laguna Woods.

Policy I.A: As part of the annual budget adoption process, identify City funding and staffing available for recreation programs.

**Implementation
Measure:**

I.A.1 Work with staff of each of the residential communities in the City of Laguna Woods to develop programs for pooling resources to meet recreational needs of residents.

I.A.2 Coordinate with surrounding cities, the County of Orange, and with public and private Not-for-Profit organizations to expand affordable recreation and cultural opportunities for residents.

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- I.A.3 Organize annual City events to bring people together as residents of the City of Laguna Woods.

Objective II. Include recreation and open space needs of the community in planning for development of currently undeveloped properties.

Policy II.A. Actively pursue opportunities for additional local and regional public open space appropriate to the needs of the community.

Implementation Measure:

- II.A.1 Consider adopting a parkland dedication ordinance and in-lieu fee ordinance applicable to new commercial development, and to new residential development not subject to the City's Quimby Act Ordinance.
- II.A.2 Actively support the development of a regional park and cultural and recreation facilities at the former Marine Corps Air Station – El Toro.
- II.A.3 Identify the long-term need for municipal facilities including those for recreation uses.
- II.A.4 Work with the Laguna Canyon Foundation to include the Laguna Laurel and “Rossmoor Partners” properties as part of the Laguna Coast Wilderness Park.
- II.A.5 Adopt zoning ordinance provisions to protect and preserve the wildlife habitats on portions of the 45-acre Southern California Edison right-of-way, on the 23-acre property between Via Campo Verde and the Aliso Viejo golf course, and on the 10-acre “Rossmoor Partners” property at El Toro Road at the terminus of Aliso Creek Road.
- II.A.6 Adopt zoning ordinance definitions for permissible uses in Open Space zones.

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- II.A.7 Adopt zoning ordinance provisions requiring that replacement, redevelopment, and/or relocation of any Leisure World Clubhouse facility not result in a net loss of land area reserved and maintained for recreational uses.

OPEN SPACE ELEMENT

III. BACKGROUND REPORT

A. Existing Conditions

Regional Open Space

Southern Orange County includes open space areas accessible and in close proximity to the City of Laguna Woods. This regional open space provides recreational opportunities and aesthetic enjoyment to residents of the City of Laguna Woods.

Regional facilities serving the City of Laguna Woods include Laguna Coast Wilderness Park that adjoins the westerly boundary of the City (Exhibit OS-1). Hiking, bicycling, and horseback riding trails traverse the park which is itself a portion of the Laguna Greenbelt that extends through the San Joaquin Hills along Laguna Canyon Road to the ocean. The Laguna Coast Wilderness Park headquarters and interpretive center are located on Laguna Canyon Road approximately two miles south of the City.

Aliso and Wood Canyons Wilderness Park is located to the southwest of the City east of El Toro Road (Exhibit OS-1). Also part of the Laguna Greenbelt, this park follows the San Joaquin Hills to Aliso Beach in South Laguna. Trails provide access through the park to other regional recreational facilities including Laguna Niguel Regional Park and Salt Creek Regional Park in Laguna Niguel.

Local Open Space for Recreation

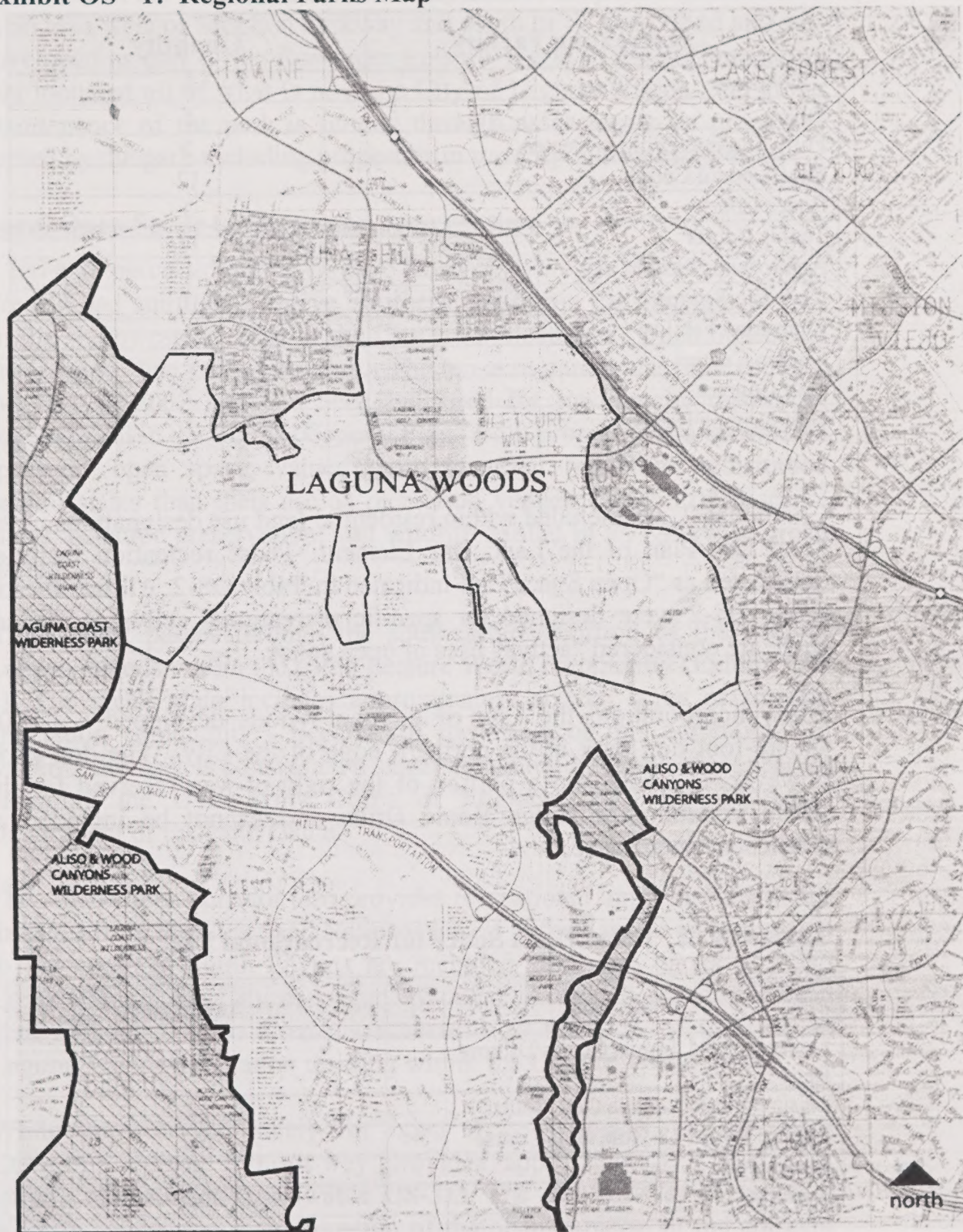
The City of Laguna Woods was nearly built-out at the time of its incorporation in 1999. Prior to incorporation, development proceeded pursuant to the County's Rossmoor Leisure World Planned Community zoning designation. Recreational facilities were developed for the exclusive use of residents within the Leisure World gated community. Of the 13,252* dwelling units in the City of Laguna Woods, 12,736 are located inside the Leisure World gates.

Leisure World recreation facilities are shown in Table OS-1. Most of these facilities are located at Clubhouses that, with the exception of

*Leisure World Building Directory, 1998 Golden Rain Foundation; City of Laguna Woods Zoning Ordinance, "Rossmoor Leisure World Planned Community District".

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Exhibit OS - 1: Regional Parks Map



OPEN SPACE ELEMENT

Table OS - 1: Leisure World Recreation Facilities

Recreation Facility	Quantity
Clubhouses	6
Pools	5
Fully Equipped Fitness Center	2
Shuffleboard Courts	12
Bocce Courts	3
Tennis Courts	12
Auditorium/Theater	1
Craft Workshops	10
Equestrian Facility	1
Garden Centers	2
Golf Courses	2
Golf Driving Range	1

Clubhouse 2, are included within residential land use designations in the Land Use Plan of the Land Use Element. Those recreation facilities designated as “Open Space” are indicated in Table OS-2. All facilities in Table OS-2 were designed for specific recreational activities, and as such, are considered “active” uses of open space.

After incorporation, the City of Laguna Woods developed a 12,000 square-foot dog park at the northern edge of the City. The dog park, however, is located on a portion of the right-of-way reserved for the future widening of Ridge Route Drive and cannot be included as permanent open space.

Table OS - 2: Local Open Space for Recreational Use

Facility	Acreage
Leisure World Tennis Courts/Driving Range	9
Leisure World Leisure Golf Course	12
Leisure World 18-Hole Golf Course	262
Iglesia Park	6
Total	289

The six-acre Iglesia Park in the City of Aliso Viejo is available to Laguna Woods residents. A softball diamond, clubhouse, and lighted

OPEN SPACE ELEMENT

tennis courts are provided. The Park adjoins the City of Laguna Woods in an area west of Moulton Parkway and south of El Toro Road and was developed as part of the Rossmoor Leisure World Planned Community that included all of what is now the City of Laguna Woods. On-going maintenance of the park is funded through assessments on properties served by the park including properties in the City of Laguna Woods.

Local Open Space for Resource Preservation

A ten-acre parcel adjoining El Toro Road opposite the terminus of Aliso Creek Road and the extensive Southern California Edison right-of-way on the southwesterly edge of the City are indicated as “Open Space” on the General Plan Land Use Map. The ten-acre parcel was annexed into the City in 2002 and had been indicated for low-density residential development in the County General Plan. Both properties are considered “passive” open space, valued more for their relatively undisturbed natural states than their use as recreation venues. Both afford scenic vistas, resource preservation, and wildlife habitat in an otherwise urban setting.

Aliso Creek passes through the southeasterly portion of the City of Laguna Woods within the gated Leisure World community (Exhibit OS-2). The creek plain includes approximately sixteen acres of riparian vegetation community. Because of the value of this community to wildlife, this area is considered a sensitive habitat by regulatory agencies including the U.S. Army Corps of Engineers and the California Department of Fish and Game.

The Aliso Creek corridor also provides recreational opportunities. Trail linkages from the Cleveland National Forest in the Santa Ana Mountains to the ocean at South Laguna are included along the banks of Aliso Creek through the City of Laguna Woods. Although not open to the general public, Aliso Creek is accessible to the 97% of the City of Laguna Woods population residing within the Leisure World gates.

While not reserved solely for open space purposes, the Southern California Edison right-of-way provides approximately 45 acres of largely undisturbed land (Table OS-3). The right-of-way serves as a wildlife habitat and a continuation of the open expanse of the adjacent Laguna Coast Wilderness Park.

OPEN SPACE ELEMENT

Exhibit OS - 2: Open Space Map

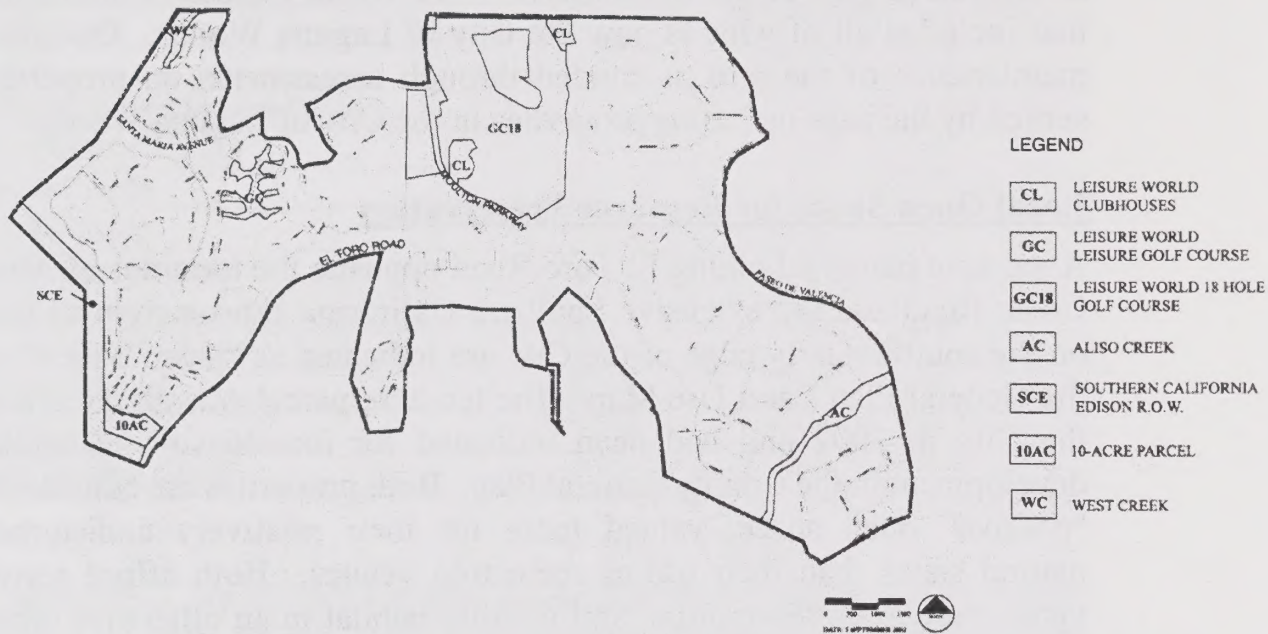


Table OS - 3: Local Open Space for Resource Preservation

Open Space Resource	Acreage
Aliso Creek	16
Southern California Edison Right-of-Way	45
10-acre parcel on El Toro Road @ terminus of Aliso Creek Road	10
Total	71

B. Issues, Opportunities, and Constraints

Community workshops and meetings of the General Plan Coordinating Committee produced a broad range of comments about the open space and recreational needs of the community. Planning staff defined a strategy for meeting these needs based on the Issues, Opportunities, and Constraints presented below.

OPEN SPACE ELEMENT

1. Issues

a. No open space and recreation opportunities exist in the City of Laguna Woods apart from those in Leisure World

With the exception of the 10-acre parcel in the southwesterly portion of the City, all recreation and open space venues belong to the Golden Rain Foundation (Leisure World) and are maintained for the exclusive use of Leisure World residents. Residents of Renaissance at the Regency, The Fountains, and the Alterra Wynwood developments have access to recreation facilities at their respective residences. There are no recreation facilities for all City of Laguna Woods residents.

b. Benefits of new commercial and residential land uses must be weighed against the need to preserve open space.

The community's desire for expansion of available retail goods and services brings pressure for development of vacant parcels which otherwise might be retained as open space. Some residents suggested, for example, that vacant land opposite Gate 12 on Moulton Parkway should be the site for a new restaurant while others suggested that this land be improved as an urban park.

2. Opportunities

a. Southern California Edison right-of-way

The 340-foot wide right-of-way extends for more than a mile along the southwesterly edge of the City and comprises approximately 45 acres. Although large transmission towers carry high voltage power lines through this corridor, the land is adjacent to the Laguna Coast Wilderness Park and largely undisturbed. The land provides a significant wildlife habitat.

b. Former Marine Corps Air Station – El Toro

The former Marine Corps Air Station – El Toro provides the opportunity for preserving open space in the form of a regional park that would serve residents of area cities including the City of Laguna Woods.

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c. Parkland Dedication or In-lieu Fees

State law permits cities to require parkland dedication or payment of in-lieu fees in conjunction with approval of tentative and parcel maps for residential developments.

3. Constraints

a. Fiscal Constraints

Constitutional and statutory restrictions at the State level restrict revenue and funding sources available to cities. These fiscal constraints limit the City's ability to purchase undeveloped land to preserve open space or provide park and recreation facilities for the community.

b. Private Open Space and Recreation Facilities

With the exception of a ten-acre parcel in the southwesterly portion of the City and Iglesia Park which adjoins the City of Laguna Woods and is located in the City of Aliso Viejo, all open space and recreation facilities are owned by the Golden Rain Foundation for the exclusive use of Leisure World residents. City of Laguna Woods residents in Renaissance at the Regency, The Fountains, and Alterra Wynwood and their guests are not availed of the use of comparable open space and recreation facilities in the City.

NOISE ELEMENT

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NOISE ELEMENT

I. INTRODUCTION

The development of effective strategies to reduce impacts of excessive noise is an essential part of the land use planning process. Since 1971, the Noise Element has been one of the seven mandatory elements of a general plan. The Noise Element requires that noise sources be considered in establishing land use patterns so as to minimize exposure of residents to excessive noise.

The Noise Element follows the State guidelines in California Government Code Section 65302(f) and Section 46050.1 of the Health and Safety Code. California Government Code Section 65302(f) directs preparation of the Noise Element as follows:

A noise element shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

- (1) Highways and freeways.*
- (2) Primary arterials and major local streets.*
- (3) Passenger and freight on-line railroad operations and ground rapid transit systems.*
- (4) Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.*
- (5) Local industrial plants, including, but not limited to, railroad classification yards.*
- (6) Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.*

Noise contours shall be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs (1) to (6), inclusive. The noise contours shall be used as a guide for establishing a pattern of land

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uses in the land use element that minimizes the exposure of community residents to excessive noise. The noise element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards.

The Noise Element quantifies noise levels and patterns of distribution associated with existing and future land use and development. These are expressed as noise contour lines on a map, which quantify current and projected levels of activity within a community. Contours are descriptors of total noise exposure at a given location for an average day. It is intended that the noise exposure information developed for the Noise Element be incorporated into the General Plan to serve as a basis for long-range planning and project review processes. It is also intended that noise exposure information be used to provide levels and noise source identification for use in the development and enforcement of a Noise Ordinance.

The Noise Element is organized into two sections:

Policy Document

The Policy Document defines a course of action for maintaining a noise environment compatible with the public health and welfare and the relationship of land use decisions to noise considerations. The Policy Document reflects statutory requirements for courses of action appropriate to providing a suitable, noise environment in the City of Laguna Woods. These are defined through a series of “Objectives”, “Policies”, and “Implementation Measures”.

Objectives are broad statements about the ends, or outcomes, relative to the noise environment that are to be achieved over the term of the Noise Element.

Policies suggest strategies for achieving the ends identified as Objectives. Policies provide general direction to decision makers in defining specific actions to achieve Objectives.

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Implementation Measures are the specific, discreet actions to be taken as part of the strategy for achieving Objectives in maintaining and promoting a quality noise environment.

Background Report

The Background Report provides information about the City of Laguna Woods at the time the General Plan was prepared. The Report includes measurements and analysis to identify the existing noise environment in the City. Noise levels were measured at 15 different locations to establish representative examples of stationary and transportation-related noise sources. All data was obtained by use of sound level meters.

Using traffic data and the noise measurement results, an analysis was performed to determine the existing and future traffic noise levels consistent with the traffic noise model developed by the Federal Highway Administration (FHWA-RD-77-108). Tables identify, for each segment of arterial studied in the City, the location of the traffic noise contours relative to the arterial's centerline.

Several contour maps are included demonstrating the existing and future noise environments in the City. The noise contours represent lines of equal noise exposure, just as the contour lines on a topographic map are lines of equal elevation. The contours shown on the maps are the 60, 65, and 70 dB CNEL noise levels for traffic.

The *Issues, Opportunities, and Constraints* section lists those factors that shaped the future-oriented Policy Document of the Noise Element. *Issues, Opportunities and Constraints* reflect input from participants in a series of General Plan community workshops as considerations likely to influence preparations for and responses to the noise environment.

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II. POLICY DOCUMENT

A. Sources of Noise

Major noise sources in the City of Laguna Woods include freeways, major and minor arterial roadways and noise-generating stationary sources. These can be grouped into two basic categories: transportation sources (primarily traffic) and non-transportation sources. The most significant and common source of noise in urban areas is transportation related. It includes automobiles, trucks, buses, motorcycles, railroads, and aircraft. Motor vehicle noise is of concern because of the traffic volume and roadway proximity to noise sensitive areas.

The City of Laguna Woods is bisected by two major roadways and is adjacent to Interstate 5. The two major roadways are El Toro Road and Moulton Parkway. Santa Maria Avenue is an additional roadway carrying significant traffic with residential land uses directly adjacent to the roadway.

B. Noise Sensitive Receptors

The most predominant, noise-sensitive land use in the City of Laguna Woods is residential. This land use is considered especially noise sensitive because (1) considerable time is spent by individuals at home, (2) significant activities occur outdoors, and (3) sleep disturbance is most likely to occur in a residential area.

Additionally, the City of Laguna Woods has churches and recreational facilities that are considered noise sensitive. The locations of residential areas and recreational facilities are shown on the General Plan Land Use Map.

C. Noise Control

Local governments are prevented from establishing noise standards for motor vehicles. Section 21 of the Vehicle Code prohibits local authorities from adopting additional noise limitations on vehicles and cedes responsibility for controlling vehicle noise emissions to State and Federal agencies. The California Highway Patrol (CHP) and local police officers are educated about California's applicable noise limits and proper

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standards to enforce the State regulations. Officers issue “Notice to Correct” (fix-it tickets) when vehicles are judged in violation of the noise standard.

Cities may regulate noise levels from most non-vehicular noise sources. Land use planning becomes the primary means to avoiding potential noise concerns in the community. Through land use decisions, cities may reduce noise impacts by separating noise generators from noise sensitive uses. Cities can also minimize the impact of transportation noise on new development by requiring that mitigation measures be incorporated into project design i.e. sound attenuating building construction and on-site noise barriers. Site planning and building design and construction decisions are the most common ways of minimizing traffic noise impacts in existing urban environments.

The standards and criteria shown in Table N-1 specify acceptable limits of noise for various land uses throughout the City. These standards and criteria will be incorporated into the land use planning process to reduce future noise and land use incompatibilities. Table N-1 also presents criteria used to assess the compatibility of various land uses within a range of noise environments. These criteria were used to develop the specific Noise Standards presented in Table N-2 and are the basis for City policies related to land uses and acceptable noise levels.

Using the compatibility matrix in Table N-2, a project within Zone A or Zone B is considered compatible with the noise environment. Location within Zone A implies that no mitigation will be needed. Location within Zone B implies that minor soundproofing of the structure may be needed and should be incorporated in the building design prior to issuance of building permits. Location within Zone C indicates that substantial noise mitigation will be necessary and may include noise barriers and substantial building sound insulation. A project in Zone C, however, may include sound attenuation features that mitigate noise levels to the extent that the “normally unacceptable” ranking does not preclude project approval. Project approvals would likely include requirements for adequate mitigation consistent with standards in Table N-2.

The most effective method for controlling community noise impacts from non-transportation noise sources is through application of a Noise Ordinance. Currently, the City of Laguna Woods uses the County of Orange Noise Ordinance. The Noise Ordinance regulates unnecessary,

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excessive and annoying sounds emanating from stationary sources in the community that may be detrimental to the public health, welfare and safety and contrary to public interest. In the event ambient noise levels are perceived as exceeding exterior and/or interior noise standards, noise measurements using a sound level meter may be the basis for enforcement action by the City.

D. Noise and Land Use Planning Integration

Information relative to existing and future noise environments within the City of Laguna Woods should be integrated into future land use planning decisions. The Noise Element must accurately characterize the noise environment in order for the City to be able to include appropriate noise impact considerations in future land use decisions. Noise and land use compatibility guidelines are presented and noise standards for new developments are set forth in Tables N-1 and N-2. This information will help City staff to identify and avert potential incompatibilities between proposed land uses and the subject noise environment.

Table N-1: Noise/ Land Use Compatibility Matrix

Land Use Category	CNEL, dB							Legend	
	55	60	65	70	75	80			
Residential - Single family, Multi-family, duplex	A	A	B	C	C			A	NORMALLY ACCEPTABLE Specified land use is satisfactory based on the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
Residential - Mobile homes	A	A	B	C	C			A	NORMALLY ACCEPTABLE Specified land use is satisfactory based on the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
Transient Lodging - Motels, hotels	A	A	B	B	C	C		A	NORMALLY ACCEPTABLE Specified land use is satisfactory based on the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
Schools, Libraries, Churches, Hospitals, Nursing Homes	A	A	B	C	C			B	CONDITIONALLY ACCEPTABLE New construction or development should be undertaken only after a detailed analysis of the noise requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice
Auditoriums, Concert Halls, Amphitheaters, Meeting Halls	B	B	C	C				B	CONDITIONALLY ACCEPTABLE New construction or development should be undertaken only after a detailed analysis of the noise requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice
Sports Arenas, Outdoor Spectator Sports, Amusement Parks	A	A	A	B	B			C	NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If it does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Playgrounds, Neighborhood Parks	A	A	A	B	C			C	NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If it does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Golf Courses, Riding Stables, Cemeteries	A	A	A	A	B	C	C	C	NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If it does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Office and Professional Buildings	A	A	A	B	B	C		D	CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken.
Commercial Retail, Banks, Restaurants, Theaters	A	A	A	A	B	B	C	D	CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken.
Industrial, Manufacturing, Utilities, Wholesale, Service Stations	A	A	A	A	B	B	B	D	CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken.

A **NORMALLY ACCEPTABLE**
Specified land use is satisfactory based on the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

B **CONDITIONALLY ACCEPTABLE**
New construction or development should be undertaken only after a detailed analysis of the noise requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice

C **NORMALLY UNACCEPTABLE**
New construction or development should generally be discouraged. If it does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

D **CLEARLY UNACCEPTABLE**
New construction or development should generally not be undertaken.

Source: Taken in part from "Aircraft Noise Impact Planning Guidelines for Local Agencies," U.S. Dept. of Housing and Urban Development, TE/NA-472, Nov. 1972.

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Table N-2: Interior and Exterior Noise Standards

<u>Land Use</u>	CNEL	
	Interior ¹	Exterior ²
Residential - Single family, multifamily, duplex, mobile home	45 dB	65 dB
Residential - Transient lodging, hotels, motels, nursing homes, hospitals	45 dB	65 dB
Private offices, church sanctuaries, libraries, board rooms, conference rooms, theaters, auditoriums, concert halls, meeting halls, etc.	45 dB	---
Schools	45 dB	65 dB
General offices, reception, clerical, etc.	50 dB	---
Bank lobby, retail store, restaurant, typing pool, etc.	55 dB	---
Manufacturing, kitchen, warehousing, etc.	65 dB	---
Parks, playgrounds	---	65 dB
Golf courses, outdoor spectator sports, amusement parks	---	65 dB

Notes:

1. *Standard applies to all habitable interior areas. Standard to be achieved with windows and doors closed. Mechanical ventilation shall be provided as required by the Uniform Building Code.*
2. *Standard applies to all habitable exterior living areas including: private yards, private patios and balconies, common recreation areas, school playgrounds, etc.*

E. Objectives, Policies and Implementation Measures

The future direction for the City is broadly defined by the Objectives included in each Element of the General Plan. Objectives are statements of community values that will be considered in making choices about future development in the City of Laguna Woods. Noise Element Objectives are intended to guide the application of land use planning procedures as necessary to protect sensitive noise receptors, avoid inappropriate locations for noise generators, and control non-transportation related noise.

Policies are directives for future development decisions. These directives suggest courses of action that will shape the City consistent with the Objectives in the Noise Element.

Implementation Measures are specific actions that may be taken toward effectively planning sensitive land uses to avoid impacts from excessive noise environments.

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Objective I: Protect, to the extent feasible, sensitive noise receptors from the detrimental effects of excessive noise.

Policy I.A: Use noise mitigation measures to reduce the impact from transportation noise sources.

Implementation

Measure:

I.A.1 Request the inclusion of sound walls, earthen berms, or other acoustical barriers as part of any Caltrans, OCTA or City roadway project, where transportation noise exceeds acceptable standards.

I.A.2. Participate in the planning and environmental review process for any road widenings or road extensions to ensure that appropriate noise mitigation measures are included in the design of the project.

I.A.3. Investigate funding opportunities to reduce transportation noise impacts on residential areas that are presently exposed to noise levels exceeding the City's noise standards.

I.A.4. Request added enforcement of the State's Vehicle Code Noise Standards by the Sheriff's Department.

I.A.5. Minimize risks and noise impacts resulting from aircraft operations by opposing reuse of MCAS—El Toro for commercial or general aviation air operations and participating in and monitoring the planning process for reuse at MCAS—El Toro.

Objective II: Recognize the potential effects of noise early in the land use planning process to minimize or avoid detrimental impacts.

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Policy II.B: Incorporate noise considerations into land use planning decisions.

Implementation

Measure:

- II.B.1 Review proposed projects to ensure noise/land use compatibility (Table N-1) with the projected noise environment as a guide for future planning and development.
- II.B.2. Utilize planning guidelines that establish acceptable noise standards for various land uses throughout the City, as indicated in Table N-2.
- II.B.3. Require new residential developments located in proximity to existing roadways and commercial operations to control residential interior noise levels as a condition of approval through mitigation measures such as double-paned windows, noise walls and barriers, etc.
- II.B.4. Design mixed-use structures to prevent transfer of noise from commercial to residential uses.
- II.B.5. Require new commercial operations located in proximity to existing or proposed residential areas to incorporate noise mitigation into the project's design.

Objective III: Control non-transportation noise to avoid exposure to excessive noise levels.

Policy III.C: Utilize measures to regulate non-transportation noise impacts.

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Implementation

Measure:

- III.C.1. Adopt and enforce a Noise Ordinance for the City of Laguna Woods.
- III.C.2. Enforce restrictions on permitted hours of construction activity included in the Noise Ordinance.
- III.C.3. Develop standardized conditions at the project level for the containment of construction noise (e.g., on-site vehicle speeds and vehicle equipment).

III. BACKGROUND REPORT

This section presents technical information regarding the noise environment in the City of Laguna Woods and the tools necessary to understand the data. The Background Report details the existing and projected noise environment as a starting point for proactive measures to limit noise impacts through Noise Element Goals, Policies, and Implementation Measures. Issues, Opportunities and Constraints reflecting input from participants at community workshops are also included in this section.

A. Noise Evaluation and Measurement

A description of the character of a particular noise requires the following:

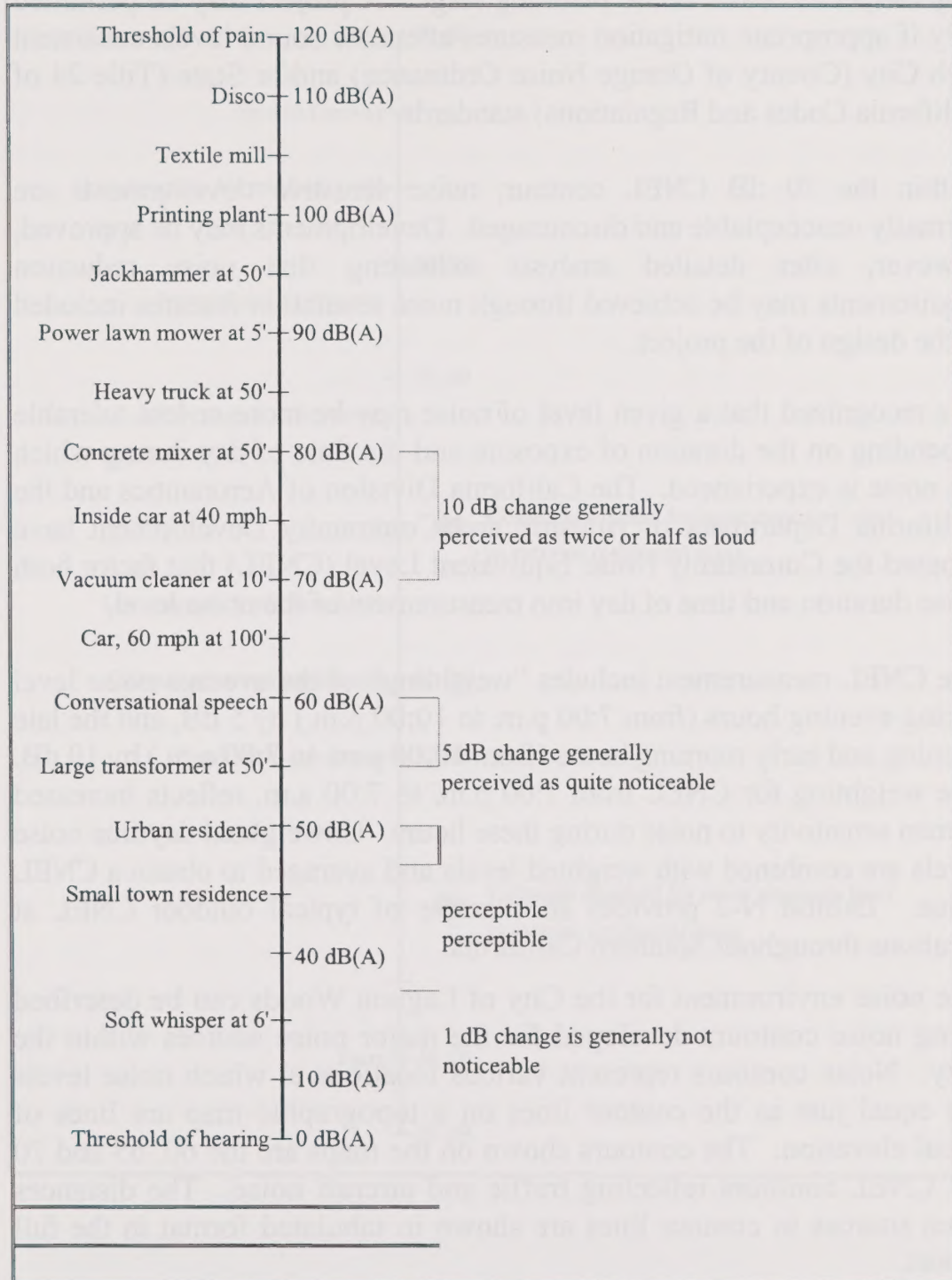
- The amplitude and amplitude variation of the acoustical wave;
- The frequency (pitch) content of the noise; and
- The duration of the noise.

The A-weighted sound pressure level [identified as dB(A)] is the scale of measurement that is most useful in community noise measurement. This scale is weighted to approximate the sensitivity of the human ear to various frequencies.

To establish the A-weighted sound level, an acoustical signal is detected by a microphone and then filtered to emphasize those portions of the noise that are most annoying to individuals. This weighting of sound energy corresponds approximately to the relative annoyance experienced by humans from noises at various frequencies. The sound levels of a few typical sources of noise that may be routinely experienced by people within the City of Laguna Woods are listed in Exhibit N-1.

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Exhibit N-1: Common Noise Sources and A-Weighted Noise Levels



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Within the 60 and 65 dB CNEL contours, any proposed or expanded noise sensitive land use (i.e., residential, churches, etc.) should be evaluated on a project-specific basis at the planning stage. A project may be permitted only if appropriate mitigation measures attenuate sound levels consistent with City (County of Orange Noise Ordinance) and/or State (Title 24 of California Codes and Regulations) standards.

Within the 70 dB CNEL contour, noise sensitive developments are normally unacceptable and discouraged. Developments may be approved, however, after detailed analysis indicating that noise reduction requirements may be achieved through noise insulation features included in the design of the project.

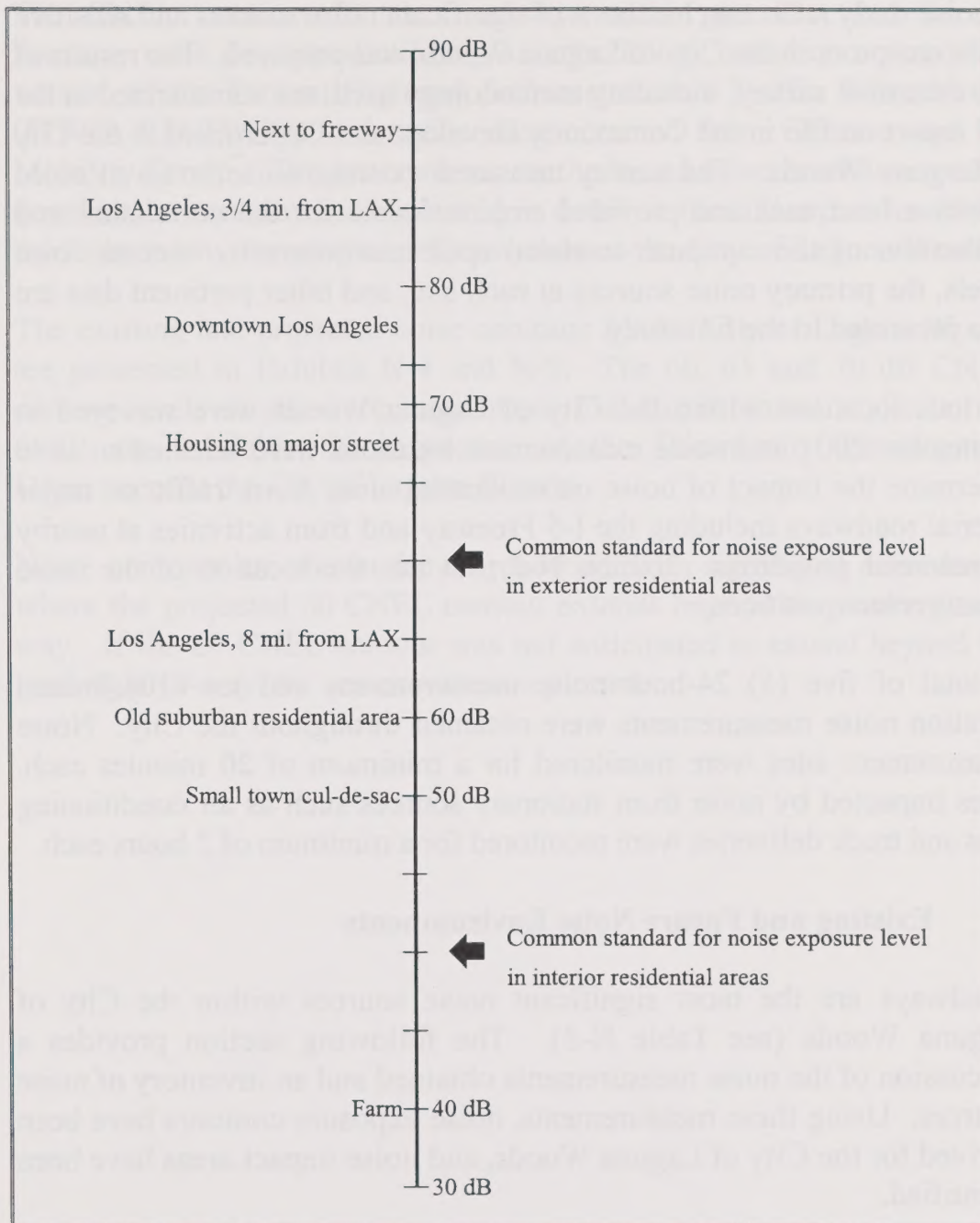
It is recognized that a given level of noise may be more or less tolerable depending on the duration of exposure and the time of day during which the noise is experienced. The California Division of Aeronautics and the California Department of Housing and Community Development have adopted the Community Noise Equivalent Level (CNEL) that factor both noise duration and time of day into measurement of the noise level.

The CNEL measurement includes “weighting” of the average noise level during evening hours (from 7:00 p.m. to 10:00 p.m.) by 5 dB, and the late evening and early morning hours (from 10:00 p.m. to 7:00 a.m.) by 10 dB. The weighting for CNEL from 7:00 p.m. to 7:00 a.m. reflects increased human sensitivity to noise during these hours. Unweighted daytime noise levels are combined with weighted levels and averaged to obtain a CNEL value. Exhibit N-2 provides an example of typical outdoor CNEL at locations throughout Southern California.

The noise environment for the City of Laguna Woods can be described using noise contours developed for the major noise sources within the City. Noise contours represent various locations at which noise levels are equal just as the contour lines on a topographic map are lines of equal elevation. The contours shown on the maps are the 60, 65 and 70 dB CNEL contours reflecting traffic and aircraft noise. The distances from sources to contour lines are shown in tabulated format in the full report.

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Exhibit N-2: Community Noise Equivalent Level (CNEL) and Contours



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B. Community Noise Measurement Survey

A noise study reflecting locations of significant noise sources and sensitive noise receptors in the City of Laguna Woods was prepared. The results of this extensive survey, including methodology used, are summarized in the full report on file in the Community Development Department at the City of Laguna Woods. The survey measured existing noise levels at noise sensitive land uses and provided empirical data for the correlation and calibration of the computer-modeled noise environment. Actual noise levels, the primary noise sources at each site, and other pertinent data are also presented in the full study.

Various locations within the City of Laguna Woods were surveyed in September 2001 and noise measurement locations were selected so as to determine the impact of noise on residential areas from traffic on major arterial roadways including the I-5 Freeway and from activities at nearby commercial properties. Exhibit N-3 provides the location of the noise measurement positions.

A total of five (5) 24-hour noise measurements and ten (10) limited duration noise measurements were obtained throughout the City. Noise measurement sites were monitored for a minimum of 20 minutes each. Sites impacted by noise from stationary sources such as air conditioning fans and truck deliveries were monitored for a minimum of 2 hours each.

C. Existing and Future Noise Environments

Roadways are the most significant noise sources within the City of Laguna Woods (see Table N-3). The following section provides a discussion of the noise measurements obtained and an inventory of noise sources. Using these measurements, noise exposure contours have been derived for the City of Laguna Woods, and noise impact areas have been identified.

Table N-3: Significant Sound Levels in Laguna Woods

Noise Source	Range of Sound Levels
Private aircraft flyover	47 to 59 dB(A)
Traffic on City streets	59 to 79 dB(A)
Traffic on the I-5 freeway	64 to 78 dB(A)
Activities at the Vons shopping center	49 to 71 dB(A)

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CNEL Contours

The CNEL contours for the roadways within the City and for I-5 Freeway were developed utilizing a methodology based on a simplified version of the Federal Highway Administration's Traffic Noise Model (FHWA-RD-77-108) and traffic data obtained from Caltrans and the Mobility Group*. The assumptions, methods and noise level data used to develop the contours are explained in detail in the full report located at the Community Development Department at the City of Laguna Woods.

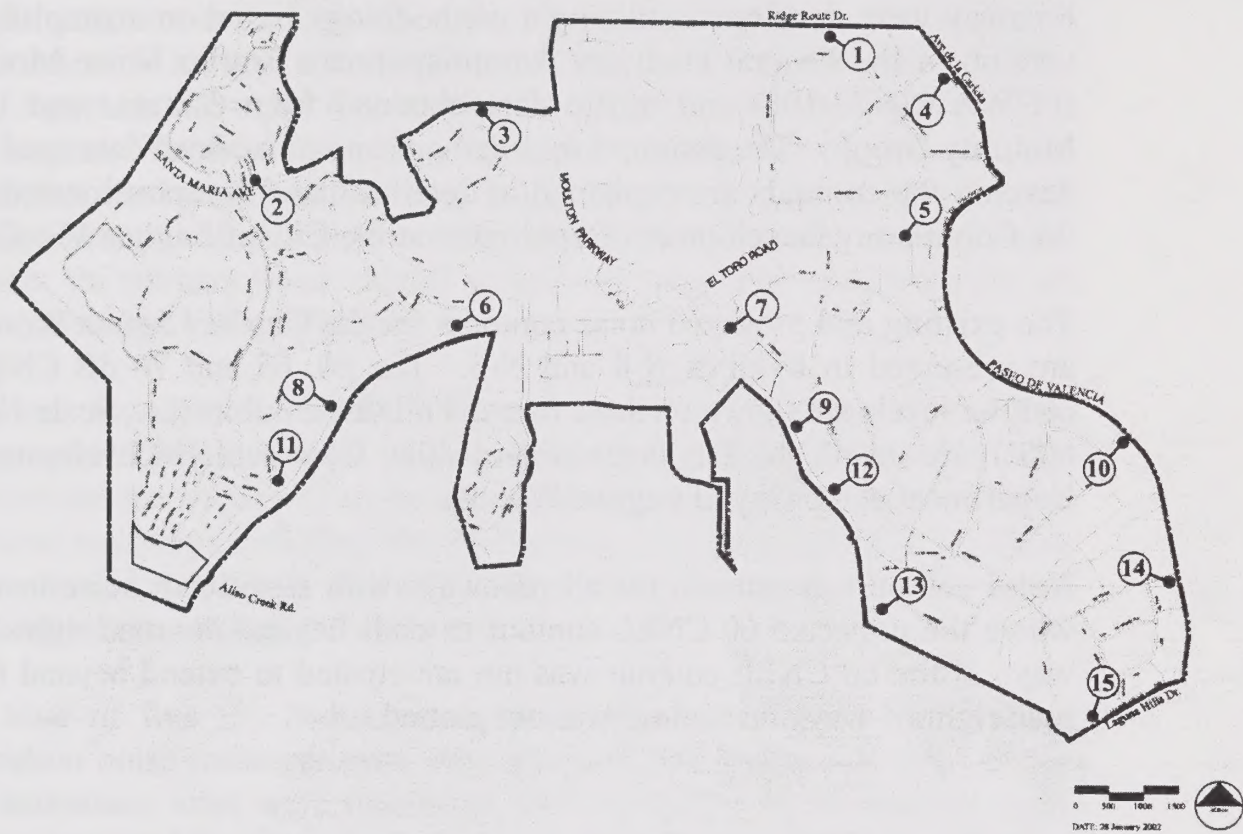
The existing and projected noise contours for the City of Laguna Woods are presented in Exhibits N-4 and N-5. The 60, 65 and 70 dB CNEL contour levels are shown on these maps. Full size exhibits (i.e., Scale 1" = 600') are available for inspection at the Community Development Department at the City of Laguna Woods.

Noise contours are shown for all roadways with significant noise levels where the projected 60 CNEL contour extends beyond the road right-of-way. If the 60 CNEL contour was not anticipated to extend beyond the road right-of-way, the contour was not plotted.

* City of Laguna Woods Traffic Consultant for the preparation of the General Plan

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Exhibit N-3: Noise Measurement Locations



NOISE ELEMENT

Exhibit N-4: Existing Noise Environment

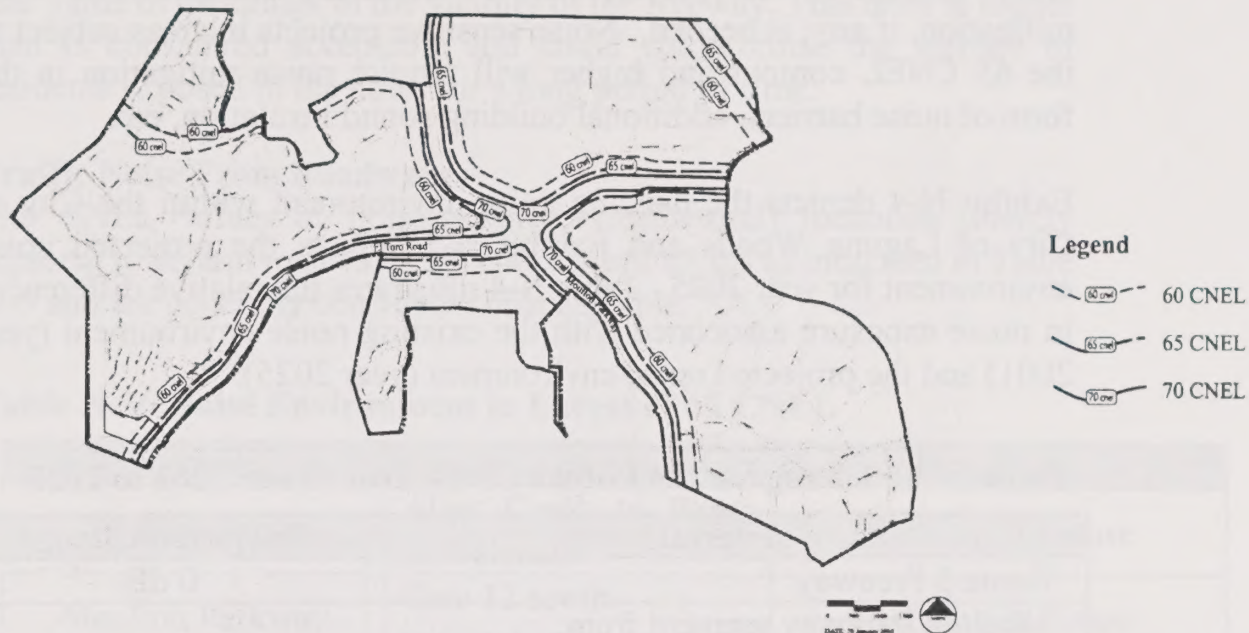
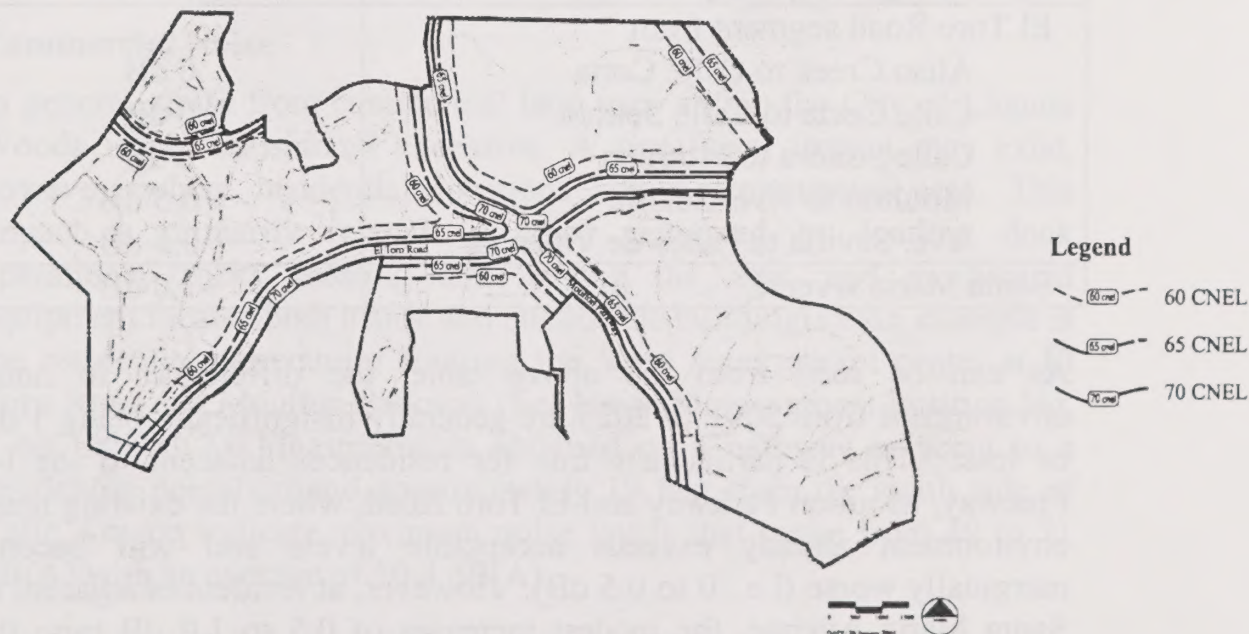


Exhibit N-5: Future (2025) Noise Contours



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Future noise sensitive projects (e.g., residential) subject to the 60 CNEL contour and higher may or may not require noise insulation. A noise study specific to the project will be necessary to determine what mitigation, if any, is needed. Noise sensitive projects in areas subject to the 65 CNEL contour and higher will require noise mitigation in the form of noise barriers, additional building sound insulation, etc.

Exhibit N-4 depicts the existing noise environment within the City of City of Laguna Woods and Exhibit N-5 depicts the projected noise environment for year 2025. Table N-4 illustrates the relative differences in noise exposure associated with the existing noise environment (year 2001) and the projected noise environment (year 2025).

Table N- 4: Change in the Future CNEL from Year 2001 to 2025

Arterial	Projected Change
Route 5 Freeway	0 dB
Moulton Parkway segment from:	
Gate 12 to El Toro	+0.5 dB
El Toro to Calle Cortez	+0.5 dB
Via Iglesia to City Limits	+0.5 dB
El Toro Road segment from:	
Aliso Creek to Calle Corta	0 dB
Calle Corta to Calle Sonora	0 dB
Calle Sonora to Moulton	0 dB
Moulton to Ave. Sevilla	+0.5 dB
Ave. Sevilla to Paseo de Valencia	+0.5 dB
Santa Maria Avenue	+1.0 dB

As can be seen from the above table, the differences in noise environment from 2001 to 2025 are generally insignificant, being 1 dB or less. This is particularly true for residences adjacent to the I-5 Freeway, Moulton Parkway and El Toro Road, where the existing noise environment already exceeds acceptable levels and will become marginally worse (i.e., 0 to 0.5 dB). However, at residences adjacent to Santa Maria Avenue, the modest increases of 0.5 to 1.0 dB raise the CNEL above the generally recognized guideline of 65 dB.

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Freeway Traffic Noise

The results of 24-hour measurements indicate a CNEL of about 69 dB at rear yards of dwellings in the vicinity of the freeway. This level is higher than is considered acceptable and could compromise the welfare of residents exposed to the noise for a long period of time.

Traffic Noise From Roadways

The CNEL values at noise-sensitive (residential) locations directly adjacent to certain roadway segments exceed 65 dB as indicated in Table N-5 and are generally considered unacceptable.

Table N-5: Noise Environment in Excess of 65 CNEL

Roadway	Reach	Time Frame
El Toro Road	Aliso Creek to Paseo de Valencia	Existing & Future
Moulton Parkway	Gate 12 south to City Limits	Existing & Future
Santa Maria Avenue	Avenida Sosiega to Santa Victoria	Future

Commercial Noise

In general, noise from commercial land uses within the City of Laguna Woods is not considered excessive. A significant impact may exist, however, where residential locations adjoin commercial uses. This impact is primarily related to noise generated by loading dock operations, trucks entering and leaving the area, and mechanical equipment located both inside and outside the building(s). An example is the residential community abutting the Vons supermarket center at El Toro Road and Moulton Parkway (See Noise Measurement Position No. 7 on Exhibit 3). Measurements obtained on a pathway adjacent to a residential neighborhood approximately 19 feet from the south side of Calle Aragon indicate maximum noise levels that range from 49 to 71 dB(A) with an average of 50.4 dB(A).

The County of Orange Noise Ordinance addresses noise levels at residential properties whenever the 65 dB(A) level is exceeded for a certain period of time. The Ordinance uses a sliding scale to determine the amount of time the standard may be exceeded. For example, the noise standard plus 5 dB(A) for a cumulative period of more than 15

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minutes in any hour is prohibited or the noise standard plus 15 dB(A) for a cumulative period of more than 1 minute in any hour is prohibited. Additional noise analysis may be needed to determine whether or not noise generated at the Vons supermarket center exceeds City standards.

Construction Activity

The impact of construction noise that occurs during the daytime is considered minimal due to the temporary duration of the activity. However, late night and weekend disturbances caused by construction noise may cause a significant impact at nearby residential locations. The County of Orange Noise Ordinance limits construction activity to occur between 7:00 a.m. and 8:00 p.m. on any day, and does not allow construction on Sundays or Federal holidays.

Noise-Sensitive Non-Residential Locations

There are no noise-sensitive non-residential locations within the City of Laguna Woods.

D. Issues, Opportunities, and Constraints

This section highlights the key considerations that shaped the Noise Element as a guide for future action by the City in the areas of the noise environment. The information represents a compilation of input from participants at community workshops and background data collected by planning staff.

1. Issues

a. Disposition of Former Marine Corps Air Station – El Toro

No other issue represents a threat to the quality of the noise environment in City of Laguna Woods as does potential development of a commercial airport at the former Marine Corps Air Station – El Toro. Residents express overwhelming opposition to the airport. Accordingly, the City of Laguna Woods will continue to work with the El Toro Reuse Planning Authority to reduce potential noise impacts resulting from the future reuse of MCAS El Toro by: 1) participating in and monitoring the planning process for the reuse; and 2) supporting non-aviation uses.

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2. Opportunities

a. Noise and Land Use Planning Integration

Future land use decisions will be influenced by the noise environment. Through the design review process, the Noise Element standards of compatibility described in Tables N-1 and N-2 will be applied to new development proposals and methods to mitigate anticipated impacts will be employed. Acoustical analysis reports prepared by a qualified acoustical consultant will be required for new sensitive land uses within noise impact areas (i.e., those areas where the existing or future CNEL exceeds 60 dB).

b. Roadway Improvement Projects

The most significant noise-producing activity within the City involves vehicular traffic. The principal method of protecting sensitive land uses from traffic noise is the construction of noise barriers in concert with road improvements. Where necessary to mitigate identified adverse significant noise impacts, the City shall request the inclusion of sound walls, earthen berms, or other acoustical barriers as part of any Caltrans, OCTA or County roadway project.

3. Constraints

Vehicular traffic will continue to increase. Land uses adjacent to major arterials are of concern since transportation provides the most significant noise-producing activity for the City. Unfortunately, residential uses, as the most sensitive land use in the City, are located adjacent to all major arterials and will continue to experience noise impacts. Future land development may be shaped by the preparation of noise studies to ensure an appropriate noise environment by assessing compatible land uses and employing adequate mitigation measures.

E. Data Sources

The primary source in preparing the Noise Element was a technical memorandum prepared by David L. Wieland, Principal Consultant for Wieland Associates, Inc. Secondary information was obtained from sources including: U.S. Environmental Protection Agency, U.S. Department of Transportation, California Department of Health, U.S.

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Department of Housing and Urban Development, and the Mobility Group.

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SAFETY ELEMENT

I. INTRODUCTION

California law requires that a Safety Element be prepared as part of a city's General Plan, as follows:

Government Code Section 65302(g): A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence and other geologic hazards known to the legislative body; flooding; and wild land and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peak load water supply requirements and minimum road width and clearances around structures, as those items relate to identified fire and geologic hazards

As required by State law, the Safety Element identifies forces of nature and events resulting from human action that have the potential for causing significant harm to life and property in the City of Laguna Woods. Identification of sources of such threats allows decision makers to take preemptory action to minimize the damage, particularly as relates to new development projects.

In addition to state-mandated components, the Safety Element recognizes a heightened awareness of personal safety issues among many in the City of Laguna Woods community. In response to participants' comments in Community Workshops, the Safety Element includes consideration of personal safety and emergency medical services issues.

The Safety Element is organized into two sections:

Policy Document

The Policy Document identifies a course of action for minimizing the risks to life and property in the event that disasters caused by forces of nature or human action occur in the City of Laguna Woods. The course of action is defined through a series of "Objectives", "Policies", and "Implementation Measures."

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Objectives are broad statements about the community's expectations about city government's role and future direction in matters germane to the Safety Element.

Policies suggest possible strategies for achieving results consistent with each Objective articulated in the Safety Element. Implementation Measures are specific, discreet actions to be taken as part of the strategy for minimizing harm to life and property that could result from natural or human-caused disasters.

Background Report

The Background Report includes the *Current Setting* section that describes known threats to the City of Laguna Woods posed by both natural and manmade environmental hazards.

The *Issues, Opportunities, and Constraints* section lists those factors that shaped the future-oriented Policy Document of the Safety Element. *Issues, Opportunities, and Constraints* reflect input from participants in a series of General Plan community workshops, and the considerations likely to influence preparations for and responses to environmental hazards.

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II. POLICY DOCUMENT

The Policy Document provides direction for planning for both natural and man made disasters, and for a course of action in advance of such events to minimize the potential for harm to people and property.

Objective I: Maintain and enhance the existing sense of security of residents.

Policy I.A: Provide the highest levels of police, fire, and paramedic services as are available and fiscally feasible.

Implementation

Measure:

- I.A.1 Review on an annual basis police, fire, and emergency medical response times in the City of Laguna Woods to ensure that they meet or exceed industry standards.
- I.A.2 Work with adjoining cities to achieve economies of scale in deployment of sheriff's patrol and detective units.
- I.A.3 Work with the Orange County Sheriff's Department in offering crime prevention and reporting programs including Neighborhood Watch to residents and businesses.

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Objective II: Plan for the unique personal safety concerns within the community.

Policy II.A Consider providing technical and organizational support for seniors' programs promoting a safe and secure environment for independent living.

Implementation Measure:

II.A.1 Consider programs such as an information and referral hotline and low-cost emergency alert systems for individuals.

II.A.2 Involve the Orange County Fire Authority with the community in educational programs about emergency medical response including cardio-pulmonary resuscitation training.

II.A.3 Consider joint ventures with other organizations to provide social services to residents.

Objective III. Prepare for disasters including earthquakes and flooding.

Policy III.A. City government will assume the leadership role in preparation for and response to disasters at the local level.

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Implementation

Measure:

- III.A.1 Prepare an Emergency Operations Plan including provisions for setting up an Emergency Operations Center.
- III.A.2 Arrange mutual aid pacts for disaster recovery services including building and infrastructure damage assessment.
- III.A.3 Inform residents and businesses about disaster preparedness and response at the local level.
- III.A.4 Inform property owners of the availability of maps showing local areas particularly susceptible to seismic and flooding hazards.
- III.A.5 Work with property owners in identifying measures to mitigate potential property damage from seismic and flooding hazards.

Objective IV. Address transportation-related safety concerns.

Policy IV.A Identify hazards related to vehicular use and take appropriate corrective actions.

Implementation

Measure:

- IV.A.1 Work with the Sheriff's Department to identify roadway segments and intersections with higher than expected accident rates and implement appropriate preventive measures including radar-assisted speed enforcement and vehicle speed display boards.

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IV.A.2 Disseminate pertinent California Vehicle Code regulations including drivers' licensing requirements and restrictions on uses of alternative modes of transportation on public streets.

IV.A.3 Work with the Sheriff's Department and community organizations in providing refresher courses for senior drivers.

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III. BACKGROUND REPORT

A. Current Setting

Geologic/Seismic Hazards

In 1972, the State legislature passed the Alquist-Priolo Earthquake Fault Zoning Act requiring the State Division of Mines and Geology to map areas most susceptible to surface fault rupture during an earthquake (Alquist-Priolo Zones). Although no such zones were identified in the City of Laguna Woods, the City could experience significant property damage and loss of life as a result of an earthquake along any of several faults underlying southern California.

Seismic activity on any of four known faults would likely affect the City of Laguna Woods (Exhibit S-1). The closest of these is the offshore Newport-Inglewood Fault Zone that follows the Orange County coastline approximately six miles to the southwest of the City of Laguna Woods. The Elsinore, San Andreas, and San Jacinto Faults represent similar risks. The Elsinore system parallels the Santa Ana Mountains through Riverside and San Diego Counties northeast of the City of Laguna Woods. The San Andreas Fault trends in a southeasterly to northwesterly direction through central Riverside County and southwestern San Bernardino County. The San Jacinto Fault parallels and lies midway between the San Andreas and Elsinore Faults.

In addition to strong ground motion associated with an earthquake on one of the identified fault zones, the City of Laguna Woods is susceptible to the earthquake-induced hazards of landslides and liquefaction. Liquefaction occurs when strong ground shaking, in the presence of a high groundwater table and certain sedimentary soils, turns the ground into a liquid. Landslides result from seismically induced fractures of underlying bedrock.

Areas in the City of Laguna Woods subject to earthquake-induced landslides and liquefaction as identified by the California Division of Mines and Geology are shown in Exhibit S-2. Neither tsunamis (seismically-induced waves) nor seiches (seismically-induced flooding from lakes or bays) are a threat to the City of Laguna Woods: the barrier islands protect mainland southern California from tsunamis; settings

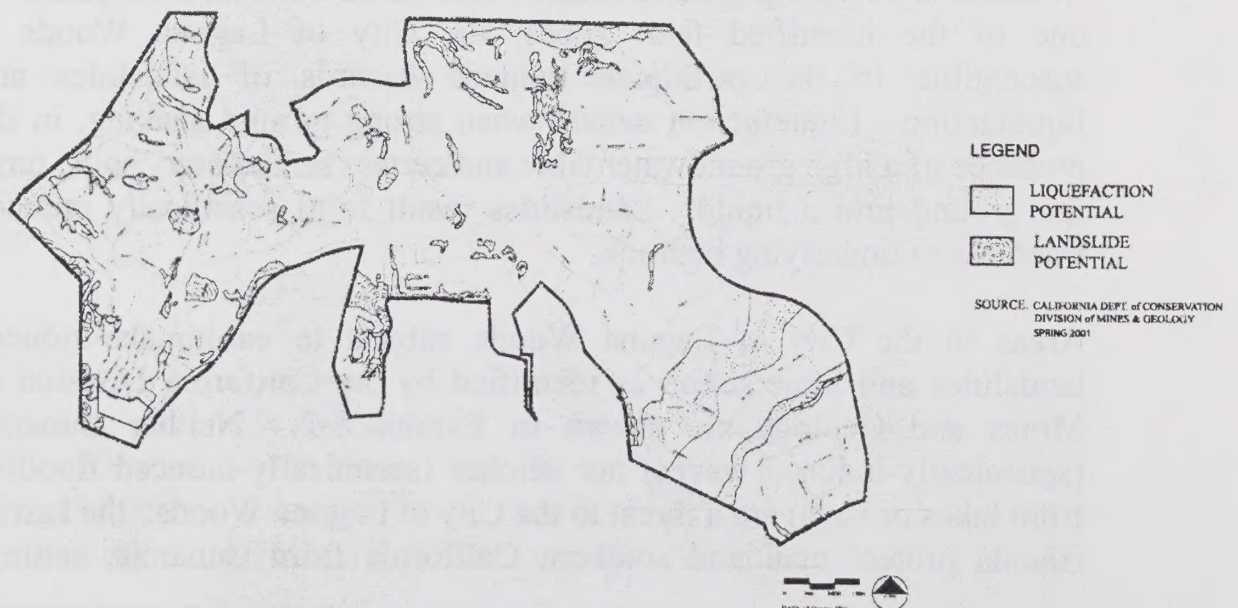
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typically associated with seiche i.e. boulder-lined alpine lakes do not exist in the area.

Exhibit S - 1: Earthquake Fault Zones



Exhibit S - 2: Seismic Hazards



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Flood Hazards

Areas subject to flood hazard are represented on the Flood Insurance Rate Maps (Exhibit S-3) prepared by the Federal Emergency Management Agency (FEMA). Two flooding potential categories are identified in the City of Laguna Woods: “Zone A” includes areas inundated by a 100-year frequency flood for which the base flood elevations have not been identified; and “Zone X” which includes areas subject to 100-year frequency floods with an average depth of less than one foot.

Areas designated as Zone A include the Leisure World Executive Golf Course, the retention pond on the Leisure World 27-hole golf course, a small portion of the drainage course in the extreme northwestern corner of the City in the vicinity of Bahia Blanca West, an area adjoining the City’s westerly boundary near Laguna Lake, and the flood plain along Aliso Creek. An area designated Zone X adjacent to Aliso Creek at Avenida Sevilla includes portions of two dwelling units.

Fire Hazards

As in any other urbanized community, structure fires are a potential threat in the City of Laguna Woods. The oldest structures in the City of Laguna Woods date back only to the mid-1960’s. Structures in the City of Laguna Woods conform to building and fire safety standards, including those for building separation and emergency access, that provide a broader margin of safety than found in many communities which developed prior to the rapid growth and urbanization of the 1950’s.

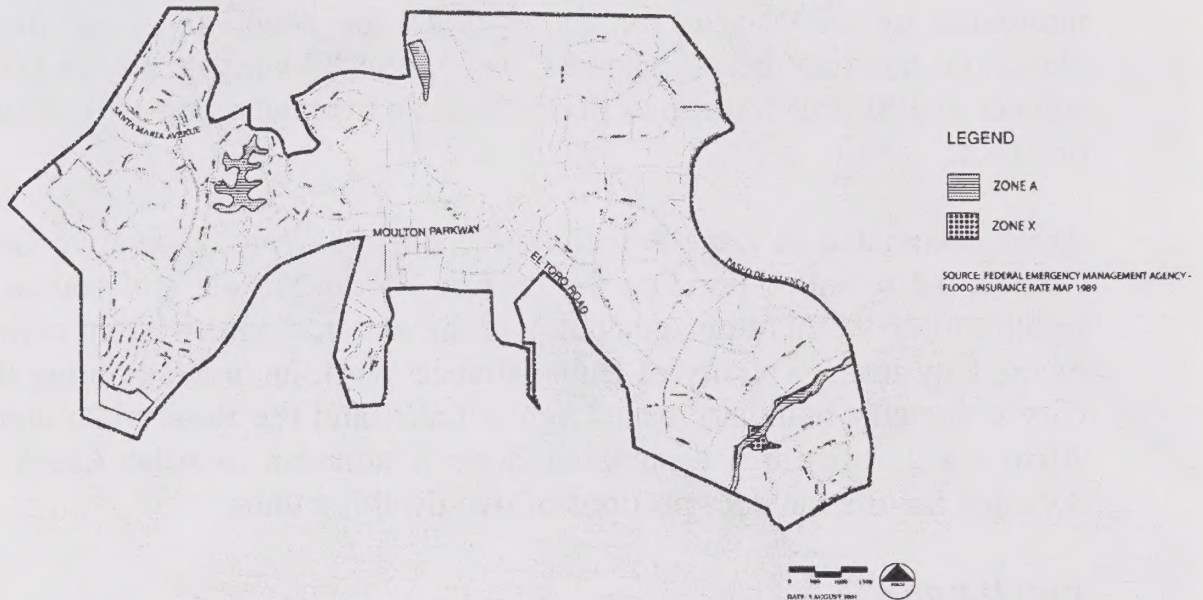
Irrigated landscaped areas throughout the developed portions of the City and weed abatement enforcement efforts reduce the risk of fires originating outside of structures. The City’s modern infrastructure, including paved access roads of sufficient width and appropriately sized fire-flow lines, affords effective fire suppression capability.

A threat from wildfires exists in the grasslands in the unincorporated area adjacent to the western edge of the City of Laguna Woods, and on the Southern California Edison right-of-way in the southwesterly portion of the City. The rolling hillsides covered in sage scrub provide ample fuel for combustion. Warm, dry summers followed by Santa Ana winds

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in late fall exacerbate the potential for wildland fires such as those in Laguna Beach in 1993 that started in the eastern slopes of the San Joaquin Hills near the City of Laguna Woods.

Exhibit S - 3: Flood Hazard Zones



Hazardous Materials

Businesses that use, store, or handle hazardous materials are required to report the names and quantities of those substances to the Orange County Fire Authority pursuant to Federal, State, and County laws. Reporting requirements are determined by the quantities of each substance on the premises. Among the more common hazardous materials that must be reported are pesticides, chlorine, gasoline, ink, paint, acids, and cleaning solvents. Businesses typically required to disclose this information and secure appropriate permits from the Fire Authority include medical clinics, gas stations, dry cleaners with on-site cleaning machinery, photo development shops, auto service and repair shops, swimming pool supplies stores, grocery stores, and hardware and home stores.

Businesses licensed to sell, handle, or store hazardous materials are required to prepare safety and hazard mitigation plans. In addition, Risk Management Plans may be required if any of 260 “Regulated Substances” are included among the hazardous materials. The Orange

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County Fire Authority routinely inspects facilities licensed to house hazardous materials.

Leaking underground storage tanks at gasoline stations are a common source of release of hazardous materials into the soil. The Orange County Health Care Agency monitors underground storage tanks in the City of Laguna Woods for potential leaks. The tanks are located at the three gasoline stations at the intersection of El Toro Road and Moulton Parkway. In the event a leak is detected, the subject tank and any contaminated soil are required to be removed. Remediation measures typically include groundwater monitoring to ensure that residual toxins do not reach or continue to percolate into the water table.

Pipelines carrying hazardous liquids including petroleum products are a potential threat in the event of rupture; no hazardous liquid pipelines under jurisdiction of the California State Fire Marshal are located in the City of Laguna Woods.

Household wastes including unused paints, paint thinners, pesticides and caustic cleaners are among the most widely distributed hazardous substances. Disposal of these materials with other household wastes destined for landfills poses the threat of significant soils and groundwater contamination at the dumpsite.

Nuclear Hazard

The San Onofre Nuclear Generating Station is located adjacent to the I-5 Freeway in San Diego County just south of the Orange County line. The facility is approximately 18 miles from the City of Laguna Woods. The U.S. Nuclear Regulatory Commission (NRC) has identified the area surrounding every nuclear generating station as an Emergency Planning Zone. All areas within 50 miles of a nuclear generating station are deemed Ingestion Pathway Zones. All of Orange County falls within the Ingestion Pathway Zone for San Onofre.

The State of California has defined the area outside and adjacent to the Emergency Planning Zone for San Onofre as a Public Education Zone. The City of Laguna Woods is within the Public Education Zone. Information about the nuclear generating station may be distributed periodically to all residential properties located within the Public Education Zone.

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B. Emergency Response

Police

The City of Laguna Woods contracts with the Orange County Sheriff's Department for law enforcement, which includes routine patrol and emergency response for all of the City of Laguna Woods. The sheriff substation serving the City is located at 11 Journey in the City of Aliso Viejo. Leisure World is patrolled by private security guards.

Fire and Hazardous Materials

The Orange County Fire Authority provides fire prevention, suppression, and paramedic services. Station No. 22, located at 24001 Paseo de Valencia, housing three fire engines, serves the City. Each working shift includes four firemen and two paramedics.

In 2000, Station No. 22 responded to 3,563 incidents or approximately ten calls per day. Of these, approximately 85% (3,005) were for emergency medical services. The target response time of five minutes is met 80 percent of the time, and all responses are made within eight minutes. Emergency back-up service is provided from Station No. 19, located at 23022 El Toro Road in Lake Forest, and from Station No. 39, located at 24241 Avila Road in Laguna Niguel.

Medical Care

Saddleback Memorial Medical Center is the hospital nearest to the City of Laguna Woods and is located at the northwest corner of Paseo de Valencia and Health Center Drive in Laguna Hills. Mission Medical Center on Crown Valley Parkway in Mission Viejo and Irvine Regional Hospital and Medical Center on Sand Canyon Drive in Irvine also serve the City of Laguna Woods community. Saddleback, Mission and Irvine Regional provide emergency room facilities. Mission Medical center is the area's designated trauma center.

Flood

The Orange County Public Facilities and Resources Department activates the Storm Operations Center when heavy rainfall is predicted

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or occurs, or when storm run-off is expected to cause local flooding. As needed, emergency personnel and equipment are dispatched to flood control facilities such as Aliso Creek.

Nuclear Emergency Response

In the event of an accident involving radioactive materials at the San Onofre Nuclear Generating Station, the United States Nuclear Regulatory Commission, the Federal Emergency Management Agency, and the California Department of Emergency Services will coordinate emergency response activities. The Interjurisdictional Planning Committee (IPC) coordinates local emergency response. The IPC is comprised of representatives from governmental entities in close proximity to the Station including Orange County.

Disaster Response

The Emergency Management Division of the Orange County Sheriff's Department coordinates with cities within the county to prepare, update and implement the County Multihazard Functional Plan. The Plan outlines the responsibilities of each jurisdiction in the event of a natural hazard. In addition, the Plan designates emergency routes throughout the County.

C. Issues, Opportunities, and Constraints

This section highlights the key considerations that shaped the Safety Element as a guide for future action by the City in the areas of public safety including police and fire protection, emergency services, and disaster preparedness and response. The information represents a compilation of input from participants at community workshops and background data collected by planning staff.

1. ISSUES

a. Crisis and Emergency Services Information

The need for crisis and emergency services is greater among senior citizens than in the general population. Community members expressed interest in informational guides to emergency medical services and

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alternative means for alerting emergency service responders in a medical crisis. Specific suggestions to meet these needs included creation of a 24-hour senior and information line, affordable Life Alert transmitters, and a City department for senior safety and welfare.

b. Personal Safety

Workshop participants stressed that personal safety is of greater concern to senior citizens than to other age groups. Residents agreed that the sense of security is a primary reason for choosing to live in the City of Laguna Woods. A need for security patrols in parking lots, and at park and ride facilities was indicated. Other suggested means to enhancing personal safety included improved street lighting and the organization of volunteer foot patrols and horseback patrols.

c. Vehicular Hazards

Community members perceive a significant threat to pedestrians and other motorists from large numbers of drivers exceeding the speed limit. A preponderance of residents without valid licenses who continue to drive in the City of Laguna Woods was identified as a significant problem. A need for greater awareness of rules governing golf cart use was indicated.

d. Seismic Risk

The California Division of Mines and Geology has identified areas in the City of Laguna Woods susceptible to the seismically induced hazards of liquefaction and landslides.

2. OPPORTUNITIES

a. Low Crime Rate

Crime statistics from the Orange County Sheriff's Department indicate that the City of Laguna Woods has the lowest crime rate of any jurisdiction within Orange County. Resources not required for police services such as youth intervention and gang suppression programs may be directed toward alternative programs for the senior citizen population of the City of Laguna Woods.

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b. Retiree Population

The significant number of retirees in the City of Laguna Woods population provides a large pool of potential volunteers for crime prevention programs such as Neighborhood Watch.

3. CONSTRAINTS

a. Limited City Resources

Restrictions on revenue sources available to local governments limits the number and scope of safety-related programs the City can offer.

b. Residents on Fixed Income

A significant number of retirees in the City of Laguna Woods may be unable to pay for special medical emergency or crisis services.

c. Sheriff's Department cannot enforce traffic laws within Leisure World

All streets within Leisure World are private and the City cannot authorize the Sheriff's Department to enforce traffic laws inside the gates.

D. Data Sources

Information used in preparation of the Safety Element was obtained from sources including: Orange County Sheriff's Department, Orange County Fire Authority, the City of Laguna Woods, the Federal Emergency Management Agency, the California State Fire Marshal, the California Division of Mines and Geology, and the County of Orange Department of Public Facilities and Resources

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